DOCUMENT RESUME

ED 287 960 UD 025 877

TITLE Hunger Relief Act of 1986. Joint Hearing on H.R. 4990 before the Subcommittee on Domestic Marketing, Consumer Relations, and Nutrition...the Subcommittee on Elementary, Secondary, and Vocational Education and the Subcommittee on Human Resources...and the Subcommittee on Science, Research and Technology...and the Select Committee on Hunger. House of Representatives, Ninety-Ninth Congress, Second Session.

INSTITUTION Congress of the U.S., Washington, D.C. House Committee on Agriculture.; Congress of the U.S., Washington, D.C. House Committee on Education and Labor.; Congress of the U.S., Washington, D.C. House Committee on Science and Technology.; Congress of the U.S., Washington, DC. House Select Committee on Hunger.

PUB DATE 25 Jun 86

NOTE 249p.; Serial No. 99-32, Serial No. 99-115, [No. 118], and Serial No. 99-19. Some pages contain very small, light type.

AVAILABLE FROM Superintendent of Documents, Congressional Sales Office, U.S. Government Printing Office, Washington, DC 20402.

PUB TYPE Legal/Legislative/Regulatory Materials (090)

EDRS PRICE MF01/PC10 Plus Postage.

DESCRIPTORS Breakfast Programs; Family Programs; *Federal Legislation; *Federal Programs; Food; Hearings; *Hunger; Low Income Groups; Lunch Programs; *Nutrition; Public Policy

IDENTIFIERS *Child Care Food Program; Congress 99th; *Food Stamp Program; Women Infants Children Supplemental Food Program

ABSTRACT

The Hunger Relief Act of 1986 shows the broad concern in Congress and among the American people for the elimination of hunger and malnutrition in America. Four Congressional committees participated in advancing this legislation, which provides a 12-point plan for improving the nutrition programs serving low-income Americans. The committees heard testimony from 16 witnesses who are recipients or providers of hunger programs. Areas of concern, and suggestions for program improvement were the following: (1) rising employment as a factor in program growth; (2) unrealistic expectations of the food stamp program; (3) cutbacks in federal funds for programs; (4) reevaluation and upgrading the Breakfast Program in schools; (5) adjusting eligibility requirements to allow more people to participate in the programs; (6) elimination of barriers of paperwork and scheduling which keep applicants out, or make recipients ineligible; and (7) use of the political power and the will of Congress to end hunger through the United States Department of Agriculture. (VM)

11-17-87 10

HUNGER RELIEF ACT OF 1986

ED287960

JOINT HEARING

BEFORE THE

SUBCOMMITTEE ON DOMESTIC MARKETING, CONSUMER RELATIONS, AND NUTRITION

OF THE

COMMITTEE ON AGRICULTURE

AND THE

SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION

AND THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR

AND THE

SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY

OF THE

COMMITTEE ON SCIENCE AND TECHNOLOGY

AND THE

SELECT COMMITTEE ON HUNGER

HOUSE OF REPRESENTATIVES

NINETY-NINTH CONGRESS

SECOND SESSION

ON

H.R. 4990

JUNE 25, 1986

Serial No. 99-32
(Committee on Agriculture)

Serial No. 99-115
(Committee on Education and Labor)

[No. 118]
(Committee on Science and Technology)

Serial No. 99-19
(Select Committee on Hunger)

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HUNGER RELIEF ACT OF 1986

WEDNESDAY, JUNE 25, 1986

HOUSE OF REPRESENTATIVES; COMMITTEE ON AGRICULTURE, SUBCOMMITTEE ON DOMESTIC MARKETING, CONSUMER RELATIONS, AND NUTRITION; COMMITTEE ON EDUCATION AND LABOR, SUBCOMMITTEE ON ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION; AND SUBCOMMITTEE ON HUMAN RESOURCES; COMMITTEE ON SCIENCE AND TECHNOLOGY, SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY; AND THE SELECT COMMITTEE ON HUNGER,

Washington, DC.

The subcommittees and the select committee met, pursuant to notice, at 9:45 a.m., in room 1300, Longworth House Office Building, Hon. Leon E. Panetta (chairman of the Subcommittee on Domestic Marketing, Consumer Relations, and Nutrition) presiding.

Present from the Subcommittee on Domestic Marketing, Consumer Relations, and Nutrition: Representatives Glickman, Staggers, and Emerson.

Also present: Representative E (Kika) de la Garza, chairman of the Committee on Agriculture, and Representative Roberts, member of the committee.

Present from the Subcommittee on Elementary, Secondary, and Vocational Education: Representative Owens.

Present from the Subcommittee on Human Resources: Representative Bruce.

Present from the Subcommittee on Science, Research and Technology: Representatives Walgren and Bruce.

Present from the Select Committee on Hunger: Representatives Leland, Panetta, Roukema, Emerson, Gilman, and Smith of Oregon.

Staff present from Committee on Agriculture: Charles R. Rawls, associate counsel; Mark Dungan, minority associate counsel; Glenda L. Temple, clerk; Bernard Brenner, press secretary; James A. Rotherham, subcommittee staff director; Deborah A. Dawson, staff assistant; and Lynn Gallagher, minority consultant.

Staff present from the Subcommittee on Elementary, Secondary, and Vocational Education: June L. Harris, legislative specialist.

Staff present from the Subcommittee on Human Resources: Susan A. Wilhelm, staff director and Gertrude L. Wright, legislative associate.

Staff present from the Subcommittee on Science, Research and Technology; Grace L. Ostenso, science consultant and Maureen Sullivan, intern.

Staff present from the Select Committee on Hunger; Miranda G. Katsoyannis, chief of staff; Shirley Cavanaugh, chief clerk and office manager; and Cheryl Tates, professional staff.

OPENING STATEMENT OF HON. LEON E. PANETTA, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF CALIFORNIA

Mr. PANETTA. This joint hearing is now in order. It is an honor to convene this hearing this morning that involves some four committees that have jurisdiction over the hunger and nutrition issues: the Committee on Agriculture, Committee on Education and Labor, Committee on Science and Technology, and the Select Committee on Hunger.

Participation of these four committees, in and of themselves, I don't think measures the level of concern that the House of Representatives has about the issue of hunger, but really reflects the broad concern about the need to address this issue in a meaningful way.

Representatives have long sought methods for trying to deal with hunger and malnutrition, and cutting across a number of jurisdictions here in the Congress.

We are here to receive testimony specifically on the Hunger Relief Act of 1986, which is cosponsored by 50 of my colleagues in the House. A companion bill has been introduced by Senator Kennedy in the Senate. The purpose of the bill is to try to make a meaningful contribution to this effort to eliminate hunger and malnutrition in this country.

The bill seeks to achieve this objective through a 12-point program of needed improvements to the very key nutrition programs which now serve low-income Americans. We will be hearing today from witnesses who participate in these programs, and also from witnesses who provide nutrition assistance services at the local level.

Some of the provisions of the Hunger Relief Act are areas that have been of concern time, and time, and time again. For one reason or another they have not been fully addressed in prior efforts that try to deal with the hunger issue. Questions such as: benefit adjustments to those who receive food stamps, the need to improve the Child Nutrition Program, the need to, finally, adequately fund the WIC Program—Women, Infants, and Children Feeding Program, the need to improve the nutrition programs that serve the elderly, and the effort to better coordinate the nutrition education and nutrition monitoring—an effort, incidentally, that hopefully the House will be acting on later this week in the form of a nutrition bill which has been reported out unanimously by this committee and the Scienc and Technology Committee, and hopefully will be reported out of the House. That proposal is incorporated in this legislation, as well.

Obviously, these kinds of improvements are not without cost. But the failure to enact the Hunger Relief Act is too expensive for this Nation to afford. If we fail to provide adequate nutrition, I think everyone understands that the cost to society and to government at

all levels is far greater than the small efforts that we try to implement here.

It is pointless, it seems to me, to debate the issue of whether or not hunger and malnutrition exist in America. I know that there are those that continue to raise that question. The fact is that we have passed that point a long time ago. This question is not whether hunger exists. The question is what do we do about the problem of hunger in this country?

The existence of hunger and malnutrition has been amply documented in both public and private studies throughout this country. By participating in Hands Across America last month, millions of Americans indicated that they, too, believe that hunger is a problem in our country, and one that needs to be dealt with.

The Hunger Relief Act was introduced because we have an obligation to deliver on the promise of Hands Across America. Clearly the private sector has done a magnificant job in this area. They are the first to admit they cannot do this job alone. For us to end the national shame of hunger, the business community, government at all levels, and private charities simply must work together in a common partnership.

Today's hearing is the third step in the process for elective representatives of the people to take action on this problem. The first step was Hands Across America, which galvanized attention—national attention—on the shame of hunger. The second is the introduction of a proposal to try to meaningfully address this issue, the Hunger Relief Act. The third step is this multicommittee hearing, which allows the opportunity to hear from recipients and local providers on how we can improve the delivery of this assistance. The fourth step will be for the subcommittee which I chair, and the other committees of jurisdiction, to begin to review the specific provisions of this bill to work, hopefully, with the administration and with others in the effort to see if there isn't some common ground that we can find this year to resolve the problems that we raise.

It is the hope of my subcommittee that we can proceed to develop the elements that can make up a Hunger Relief Act for 1986.

Hands Across America demonstrated that we are a compassionate society that is unwilling to tolerate hunger. One event can focus on the promise of America to end hunger, but it takes a solid program and commitment enacted at the national level to truly deliver on that promise. Hopefully we can combine the spirit of Hands Across America and action on the Hunger Relief Act, ending this national shame of hunger once and for all.

[The prepared statement of Mr. Panetta follows:]

OPENING STATEMENT OF THE HONORABLE LEON E. PANETTA
CHAIRMAN, SUBCOMMITTEE ON DOMESTIC MARKETING, CONSUMER RELATIONS,
AND NUTRITION, HOUSE COMMITTEE ON AGRICULTURE
JUNE 25, 1986

It is an honor to convene a hearing this morning involving four of the Committees of the U.S. House of Representatives: the Committee on Agriculture, the Committee on Education and Labor, the Committee on Science and Technology, and the Select Committee on Hunger. In fact, even the participation of four committees does not measure the level of concern in the House of Representatives about hunger and malnutrition in our country. How to deal with hunger and malnutrition is an issue which cuts across committee jurisdictions in the House of Representatives.

We are here to receive testimony on The Hunger Relief Act of 1986 (H.R. 4990), which is co-sponsored by more than 50 of our colleagues in the House. A companion bill was introduced by Senator Kennedy in the Senate. The purpose of The Hunger Relief Act is to make a meaningful contribution to eliminate hunger and malnutrition in our country.

The bill seeks to achieve this objective through a 12-point program of needed improvements to the key nutrition programs which serve low-income Americans. We will be hearing today both from witnesses who participate in these programs and also from witnesses who provide nutrition assistance services at the local level. Some of the provisions in The Hunger Relief Act try to deal with concerns that have been raised time and time again:

- o Benefit adjustments in the Food Stamp program to allow low-income persons to purchase a nutritionally adequate diet, and to improve the access to the program of our senior citizens and Americans who have lost jobs.

- o Improve the Child Nutrition programs to increase availability of nutritious breakfasts for poor children in schools and day care centers.

- o Adequately fund the WIC program so that 380,000 low income women and infants who qualify can participate in the program.

- o Improve the nutrition programs for the elderly to keep them out of hospitals and nursing homes.

- o Coordinate funding for nutrition education and nutrition monitoring so that we make sure our investment in nutrition programs will work.

These improvements are not without cost. But the failure to enact The Hunger Relief Act is too expensive for this nation to afford. If we fail to ensure adequate nutrition, the cost to society and to governments at all levels is far greater than the cost of The Hunger Relief Act.

It is pointless to debate whether hunger and malnutrition exist in America. The existence of hunger and malnutrition has been amply documented in public and private studies. By participating in Hands Across America last month, millions of Americans showed they believe hunger is a problem.

The Hunger Relief Act was introduced because we have an obligation to deliver on the promise of Hands Across America. Clearly, the private sector cannot do the job alone. For us to end the national shame of hunger, the business community, governments at all levels, and private charities must work together.

Today's hearing is the third step in the process for the elected representatives of the people to take action on this problem. The first step was Hands Across America which galvanized attention on the national shame of hunger. The second step was the introduction of The Hunger Relief Act, a carefully thought out multi-program approach which forms the basis for the Congress to consider how to deal with the problem. The third step is this multi-committee hearing which allows for the opportunity to hear from recipients and local providers who know how the disparate Federal nutrition efforts interact (or fail to interact) in the delivery of nutrition assistance.

The fourth step will be for the Subcommittees with jurisdiction over specific provisions of this bill to receive the views of the Administration on their provisions of the bill and proceed to mark-up. I am pleased to announce that the

Subcommittee on Domestic Marketing, Consumer Relations, and Nutrition has invited the Department of Agriculture to present testimony on July 22, 1986. Following that hearing, it is my hope that the subcommittee can proceed to develop the elements of a Hunger Relief Act for 1986.

Hands Across America demonstrated that we are a compassionate society that is unwilling to tolerate hunger. One event can focus on the promise of America to end hunger. But it takes a solid program and commitment enacted at the national level to deliver on that promise. Let us combine the spirit of Hands Across America and action on The Hunger Relief Act into ending this national shame once and for all.

(The bill, H.R. 4990, appears at the conclusion of the hearing.)

Mr. PANETTA. Mr. Emerson.

Mr. EMERSON. Thank you, Mr. Chairman.

Senator Dole, chairman of the Nutrition Subcommittee in the Senate had hoped to be with us this morning, but due to our time problems he was unable to be here. He has asked me to submit his prepared statement for the record.

Mr. PANETTA. Without objection it will be submitted at this point.

[The prepared statement of Senator Dole follows:]

STATEMENT OF HON. ROBERT DOLE, A U.S. SENATOR FROM THE STATE OF KANSAS

Mr. DOLE. Mr. Panetta and members of the Committees on Agriculture and Education and Labor, I appreciate the opportunity to be here today to testify on the hunger situation in this country. As the current chairman of the Subcommittee on Nutrition, I feel that I have a unique historical perspective on this problem, because I have been working in the area since the 1960's and have participated actively in the development of the Federal food programs.

For the most part, it is my view that food assistance programs have been effective in alleviating domestic nutrition problems. No one who objectively reviews the issue believes we are witnessing a return to the conditions existing a decade or two ago. Certainly, the kind of problems we observe in the United States do not even approach the extent of the recent famine conditions in sub-Saharan Africa.

I find it a most interesting phenomenon that the hunger activists seem to come alive during election years. Under present circumstances with unemployment decreasing and inflation down to the lowest level in recent memory, it is extremely ironic that this issue is surfacing. While I would acknowledge that there are some areas of the country that have not shared in economic recovery, most Americans would agree that they are better off today than they were six or seven years ago.

FEDERAL FOOD PROGRAM EFFORT

Two decades ago, I served on the Select Committee on Nutrition with former Senator George McGovern. You may recall that documentaries at that time revealed serious problems of hunger and malnutrition in our country. The Field Foundation sent a team of doctors and public health specialists into poverty areas in this country, and the results of these exploratory missions shocked the American public, who demanded a response from their Government.

The Federal Government responded with a variety of diverse programs, of which the Food Stamp Program provides the basis, with other smaller programs targeted to the special needs of exceptionally vulnerable segments of the population. Today, the Federal Government invests about $20.5 billion in a wide array of nutrition programs, with the Food Stamp Program comprising $12.6 billion of this amount. President Nixon was actually responsible for expanding the Food Stamp Program nationwide and federalizing benefit levels so that people throughout this country were assured of the same level of assistance. Funding for the Food Stamp Program was about $7 billion in 1979—it is now being funded at a level of about $13 billion. In 1979, total food program expenditures were about $11 billion, and the Federal Government is now spending over $20 billion on more than ten separate programs.

We have the special Supplemental Food Program for Women, Infants and Children [usually referred to as WIC], the School Lunch, School Breakfast, and Summer Food Program. Funding for the combined child nutrition programs now totals about $6.2 billion, up from $4.7 billion in 1980.

The Temporary Emergency Food Assistance Program [TEFAP] is a commodity distribution program, designed to provide surplus agricultural commodities to low-income and unemployed families and individuals, who, for some reason may not be reached by the regular nutrition program structure. During the depths of the 1982-83 recession, Senator Hatfield, myself and others founded this program in response to agricultural surpluses and the increased need for food assistance. Although it was intended to be a temporary relief measure, it has continued to be reauthorized.

With all of these Federal programs in place, along with State and local efforts, and the assistance of private sector organizations and volunteers, there is a very comprehensive food assistance network in place. Somewhere along this chain, access to food is provided, and there should be no reason for people to fall between the cracks. However, unfortunately, this does still happen.

RECENT TRENDS IN FOOD PROGRAM CHANGES

A recent study prepared by the Urban Institute for the Office of Analysis and Evaluation, Food and Nutrition Service of the U.S. Department of Agriculture, stated:

The findings of this study support the conclusion that the changes enacted in 1981 and 1982 did not fundamentally change the basic structure of the Food Stamp Program. As a result, the effects of the legislative changes in the number of participants, average benefits, and total program costs were smaller than expected.

While the recession affected the number of program participants to some degree, the impact on caseloads and costs was far lower than expected because the relationship between the Food Stamp Program and the unemployment rate is far more complex than previously thought.

BIPARTISAN CONGRESSIONAL ACTION

While there are those who would like to blame the current administration for what they describe as "hunger in America", the fact of the matter is that budget cuts enacted in 1981 and 1982 were proposals designed by the Congress in a bipartisan fashion—they were not administration proposals. As chairman of the Subcommittee on Nutrition during this period, I worked very closely with Patrick Leahy and other Democrats to achieve significant budget savings while improving the targetting of food stamp and child nutrition benefits, initiating administrative reforms, and attacking fraud, waste and abuse in these programs.

The Urban Institute actually found that the legislative changes, independent of changing economic conditions and demographic characteristics, reduced program costs in fiscal year 1982 by about $450 million to $650 million, a reduction of about 4 to 6 percent. The savings were significantly lower than originally anticipated. The number of food stamp participants increased by 45 percent from 1978 to 1984. Average annual benefits increased by 18 percent, with Federal spending on nutrition programs up 58 percent.

Further, some fine-tuning of the Food Stamp Program occurred during the reauthorization process last year, and benefits were increased by about $500 million to $1 billion for the next three fiscal years. These changes reflected legislation introduced by myself and Senator Boschwitz in the Senate and Mr. Panetta on the House side.

ACTUAL PROGRAM GROWTH

While some may claim that cuts in food programs are the cause of many hardships, the facts simply do not indicate this result. Let's take the WIC Program, for example. This program has steadily expanded during the last six years. In 1979, Federal funding was approximately $550 million and monthly participation averaged 1.5 million women, infants and children. For this fiscal year, the program is serving 3.3 million participants with a Federal investment of about $1.6 billion. This is a fairly significant increase at a time when other programs were undergoing budget reductions, and it reflects the tremendous bipartisan popularity of the program in the Congress.

Mr. Robert Greenstein, Director of the Center on Budget and Policy Priorities has testified before the Nutrition Subcommittee, and stated: For some time, there was a fair amount of debate between those who argued that cuts in the food programs had caused a large upsurge in hunger and those who denied that a hunger problem existed. I think the evidence increasingly indicates that both of these positions were mistaken. The problem of hunger is real, but it is caused by many factors. Federal budget cuts in food programs probably were not the cause here.

ROOT CAUSES OF HUNGER

The problem of hunger is a very complex one, with its root causes based in economic conditions. The Food Stamp Program is a pretty good barometer of the economy. When unemployment rises, the cost of the program increases about $650 million for every percent of unemployment. Similarly, when food price inflation increases, program costs go up about $350 million for each percentage point. During the period 1982-1983, when this country was experiencing a deep recession, participation rose accordingly and spending increased in response to the increased number of individuals who met the eligibility criteria.

TOO MUCH EXPECTED OF FOOD STAMP PROGRAM

Food prices have risen 20 percent since 1980, while inflation in shelter costs and utilities has increased 30 percent and 40 percent, respectively. The real burden is on non-food living problems, and the Food Stamp Program shouldn't be asked to shoulder the entire burden or become an expanded income security program. Not only are basic benefit levels indexed for food price inflation, but the deductions for utilities and shelter within the program are each individually indexed. No wonder Federal spending is getting out of hand! Food stamps is rapidly becoming a cash transfer program—rather than a program to combat hunger. This is a food program, and should not be expected to solve every problem that poor people face.

With a participation of about 20 million, food stamps is a very broad-based program. For this reason, many people try to make it do things it was never designed to accomplish. We should keep its actual goals in mind. And, along these lines, the real root cause of hunger in the context in which this committee is examining the problem is poverty.

EVIDENCE OF HUNGER

During the last five years, my subcommittee has held extensive hearings on the nutritional status of low-income Americans in an attempt to determine the extent of reported "hunger" problems and the potential causes. All of this exploration by my subcommittee and others under-scored the fact that comprehensive, objective, up-to-date information is simply not available. Most of the so-called evidence of the problem has been anecdotal in nature. The reality of the "hunger" problem has been distorted by the media in response to complaints by professional hunger critics who seldom offer constructive ideas and expect the Federal Government to do everything.

FAIR TREATMENT OF THE ISSUE

Further, the hunger issue should be treated fairly. While there are some deserving Americans who fail to receive adequate food assistance, there are others who receive benefits who should not. Although this is rarely the focus of attention by hunger activists or the media, it should be noted for the record that, in the Food Stamp Program alone, an estimated $900 million annually is squandered through the overissuance of benefits, payments to ineligible recipients and outright fraud. This $900 million dollars could go a long way toward assisting those not now being reached.

HUNGER—A SHARED RESPONSIBILITY

There is a false notion, advocated by some, that the sole responsibility for food assistance, including distribution, should rest with the Federal Government. It has always been my view that Federal efforts should be complemented by State and local governments, as well as the private sector. All of these entities working together should be able to provide assistance to those in need. The work of nonprofit organizations, like churches, food banks, and soup kitchens, and community volunteers is essential in the war against hunger, and provides invaluable assistance, because these are the people who are able to identify the individuals in their communities who are truly in need.

While nutrition programs have had a dramatic, positive impact on hunger and malnutrition in this country, the Federal bureaucracy, no matter how sensitive, cannot possibly respond to all of the problems of people in need of food assistance. Responsibility must be spread and shared if we are to properly serve those who permanently or temporarily need help. Each individual requires help due to a different set of circumstances, and the Federal Government is incapable of responding with this type of fine-tuned precision.

INCREASED SPENDING NOT A SOLUTION

If we look at current dollars not adjusted for inflation, Federal spending in this area has gone from about $14 billion in fiscal year 1980 to $20.5 billion this year. Last year's Food Security Act substantially increased spending for the Food Stamp Program by $500 million to $1 billion, depending on how the increases are calculated.

Domestic food assistance problems are on the minds of many Americans after "Hands Across America Day". Members of Congress, especially those of us on committees with jurisdiction over Federal nutrition programs, are aware of scattered

problems in the food assistance area—problems obviously accentuated by high unemployment rates in areas that have not shared in the overall economic recovery. Although more money is being spent on nutrition programs than ever before, some deserving Americans are still falling between the cracks.

Mr. John C. Weicher, F.K. Weyerhauser scholar in public policy research at the American Enterprise Institute, testified before the Nutrition Subcommittee on June 14, 1985, with regard to the Food Stamp Program and safety net, stating: "The effects of * * * change in direction on the welfare of most households have probably been small. The changes in the income maintenance programs turn out to be less significant than much of the public discussion would suggest. "The safety net has probably been maintained, particularly for the poorest people."

Mr. PANETTA. Now, Mr. Emerson, for his opening statement.

OPENING STATEMENT OF HON. BILL EMERSON, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF MISSOURI

Mr. EMERSON. We are here today with two subcommittees from the Committee on Education and Labor, and with the Select Committee on Hunger, to receive testimony on the bill introduced by our subcommittee chairman, H.R. 4990. That bill makes several changes to the Food Stamp Program, the School Breakfast and Lunch Programs, the Child Care Food Program, WIC, and other food assistance programs.

I will address myself primarily to the Food Stamp Program. According to a preliminary report from the Congressional Budget Office, the cost of H.R. 4990 is over $1 billion in 1987. The cost through 1990 is $6.8 billion, most of which is attributed to the Food Stamp Program. Yet, there is no provision within the House-passed budget resolution to accommodate this bill. The House-passed budget resolution assumes a 1987 baseline of $13.071 billion—billion—dollars for the Food Stamp Program.

Under H.R. 4490, CBO estimates the cost of the Food Stamp Program will increase—above the baseline—by $604 million in 1987. Where is this money coming from? When the House passed its budget resolution, the chairman of the Budget Committee said, "Given the constraints that we face, I believe that this budget presented by the House Committee on the Budget represents a fair and balanced approach." The majority leader said that the Budget Committee proposal was "austere, but it is fair." Chairman Panetta supported the Budget Committee resolution saying that "It reduces the deficit, it is balanced and fair and it is enforceable."

Nevertheless, we are considering a bill today that exceeds that budget resolution by a substantial figure. The money H.R. 4990 spends is not in the budget resolution passed by the House, and I believe that our witnesses here today must realize that fact. Furthermore, the money is not likely to be in any budget resolution agreed to by the House and the Senate.

While I did not vote for the House-passed budget resolution, I strongly believe that the Congress should learn to live within the limits it sets. Over the past several decades, Congress has not asserted the self-restraint to spend within the confines of the budget. Last year the Congress acknowledged the fact that the country's economic well-being is contingent upon our ability to reduce the deficit. This legislation, known as the Gramm-Rudman-Hollings plan, places a ceiling on the deficit that will decline for 5 years, thereby projecting a balanced budget by 1991. Congress is prohibit-

ed from adopting a budget that exceeds the ceilings. If no agreement is reached, an across-the-board reduction is made in all programs except Social Security, Veterans benefits, and other needed programs, including the Food Stamp Program.

I realize that the question of the constitutionality of the measure is under review with regard to automatic and uniform cuts should the deficit not be reduced to the levels specified. Nevertheless, I believe the issue of deficit reduction is here to stay, and that the Congress must act responsibly and get the deficit under control. One way is to stay within the budget resolutions that Congress, itself, adopts.

I am confident that we will hear from many of the witnesses today that we must support H.R. 4990, that we must spend over the limits provided. I also recall that last year the debate on Social Security was whether or not there should be a cost-of-living increase. The debate on food stamp increases was not over cost-of-living increases, it was over a cost plus-increase. Today the debate is whether an additional $5.3 billion is added to the Food Stamp Program, above the cost-of-living increases. We are not talking about regular increases to the Food Stamp Program. We are talking about $5.3 billion that is not included in the House-passed budget resolution.

A review of Federal food assistance programs since 1980 illustrates the increases in the money spent on these programs. In 1980, $14 billion was spent on Federal food assistance programs. In 1985 it was almost $20 billion. This represents, in constant 1985 dollars, an increase of almost 16 percent.

The Food Stamp Program also illustrates increases. In 1980, $9 billion was spent; in 1985, $12.6 billion was spent. In constant 1985 dollars this represents a 9.6-percent increase.

I support the Food Assistance Program. I believe it is one of the Federal food assistance programs available to all persons with income and assets within the requirements set. This program is complemented and supplemented by other Federal food assistance programs and by the private sector.

The private sector is deeply involved in providing assistance to needy persons. These groups have regularly performed activities aimed at helping their neighbors—and most likely more quickly, with less paperwork, and in a more personal manner.

Federal programs have had a positive impact on the poor, but no matter how carefully these programs are crafted, they cannot possibly respond to all of the needs of poor families and individuals. Such a responsibility must be, and has been, shared with State, local, and private sector organizations aimed at helping the needy.

Finally, Mr. Chairman, I believe it is this type of proposal that will lead to across-the-board cuts we all hope to avoid. However, such across-the-board cuts would not affect the Food Stamp Program, since that program is exempt from sequestration. I suppose some may argue that untold amounts can be added to the Food Stamp Program, since it is protected. But, the effect on other programs would be drastic and would represent a total disregard of our responsibilities as Members of Congress.

Thank you, Mr. Chairman.

Mr. PANETTA. Mr. Leland.

OPENING STATEMENT OF HON. MICKEY LELAND, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF TEXAS

Mr. LELAND. Thank you very much, Mr. Chairman.

Mr. Chairman, I am honored to be here with you today to receive testimony on the Hunger Relief Act of 1986, legislation which I have enthusiastically joined you in sponsoring.

In recent weeks, the American people have been exposed to a renewed debate on the reality and extent of hunger in this country. While some may trivialize the extent, a multitude of local, State, and national studies, as well as testimony received by the Select Committee on Hunger, clearly illustrate we have a definitive hunger problem, which requires a definitive response.

My own experiences as chairman of the Select Committee on Hunger have confirmed for me the reality of hunger and its intrusion into the lives of many Americans.

High infant mortality and low birthweight statistics are startling, but I have never been so overwhelmed by the human facet of these numbers until I walked through the doors of a Neonatal Intensive Care Unit at the University of San Francisco Hospital and saw babies the size of my palm barely sustaining life because their mothers did not receive adequate nutrition and health care during pregnancy. Visits to the homes of people in Greenwood, MS, where refrigerators and cupboards offered little or no food, made me realize what it means to people receiving food stamp benefits that do not last for the entire month. Talking to children from Appalachia who consider it a real treat to have some milk more than three times a week, and with their mother who is saddened by the end of the school year because she knows her children will not get enough to eat without the school meals, made me understand what it really means to go day-to-day unsure of how the family will be fed. These are but a few examples, Mr. Chairman, transforming the statistics we hear about into people—people who reflect the reality of hunger in America.

The Hunger Relief Act of 1986 offers Congress the opportunity—the real opportunity—to implement a solid plan of action to fight such demonstrations of hunger. It is a fiscally modest, yet comprehensive, measure which reaffirms the Federal responsibility to respond to the food and nutrition needs of our low-income population.

I am sure, Mr. Chairman, that the testimony received today will serve to strengthen our commitment to securing enactment of this legislation.

I would just like to thank you and tell you how much I appreciate the leadership that you have offered in this area. Thank you, Mr. Chairman.

Mr. PANETTA. Thank you.

Mrs. Roukema.

Mrs. ROUKEMA. Mr. Chairman, I have no statement. I am ready to hear the witnesses.

Mr. PANETTA. Mr. Gilman.

OPENING STATEMENT OF HON. BENJAMIN A GILMAN, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF NEW YORK

Mr. GILMAN. Thank you, Mr. Chairman.

I want to thank our good chairman, Mr. Panetta, for bringing us together this morning in a very important issue, and commend him, too, for introducing this significant legislation, which I am pleased to cosponsor. I think that too often we are penny wise and dollar foolish in trying to do some things about health care in our Nation. This kind of legislation goes to the very root causes of many of our health problems in our Nation. By being able to provide proper nutrition and proper food for the very young and for those who lack it, I think we are going to be saving money in the long run. When we talk about the billion-dollar cost of this measure I think we have to compare it to the overall savings that our Nation will benefit and can derive from providing sound nutrition and a sound food program for those who are in need and those who are the very young.

I, too, look forward to the testimony this morning, and to the further testimony up the road by our administration people, and then to the eventual floor debate on this measure. Hopefully we can get this measure through before the end of the session.

Thank you, Mr. Chairman.

Mr. PANETTA. Thank you very much.

Mr. Smith.

Mr. SMITH. No statement now.

Mr. PANETTA. All right. Before we proceed with our witnesses, I have other prepared statements for the record.

[The prepared statements of Mr. Hawkins, Mr. Walgren, and Mr. Kildee follow:]

June 25, 1986

OPENING STATEMENT

H. R. 4990, the Hunger Relief Act of 1986

Augustus F. Hawkins, Chairman, Committee on Education and Labor

Today, we convene to hear individuals from across this nation discuss the effects of hunger in our country. My one regret today is that it is even necessary for us to meet in order to call to the attention of Congress, the devastating effects of hunger in one of the richest countries in the world.

The bill that we are meeting to discuss today, H. R. 4990 , the Hunger Relief Act of 1986, will serve to respond to the hunger needs of millions of Americans across this country.

Ken Kragen, President, U. S. A. for Africa - Hands Across America wrote in a letter dated February 11, 1986, and I quote, "that Hunger in This nation is uniquely American....that no other industrial nation in the world has such a serious hunger problem and no nation in the world has more food to feed its own people."

Cutbacks in federal programs have forced many cities in our nation to deal with the growing problem of hunger. In the late 1960's and early 1970's, reports of hunger in America led to several nutrition surveys which documented malnutrition among some population groups in the United States. While the surveys did not actually determine how many Americans were going hungry, the reports did reveal that some Americans were suffering from the effects of an inadequate diet. Recent clinical surveys conducted in medical facilities in several states reveal unusually high levels of growth failure among poor children due to malnutrition.

It has been found that millions of Americans, especially children, experience hunger, at least sometime each month. To add to the problem of hunger, the upswing in childhood poverty rates that occurred between 1979 and 1983, with only slight improvement in 1984, was accompanied by cutbacks in health and nutrition programs. The most common victims of these cutbacks have been America's poorest children.

H. R. 4990, in addition to containing provisions for the WIC program, includes provisions which would improve the school breakfast and lunch programs, the child care food program, as well as the nutrition education and training program which is a necessary part of the school meal programs. Some of our nation's children do not receive a hot meal except in the school setting. In addition, it has been proven over and over again that the Special Supplemental Food Program for Women, Infants, and Children (WIC) is one of the most successful and beneficial federal programs in existence, yet over 50% of the income eligible WIC population remains unserved.

The Physicians' Task Force report indicates that hunger increases the risk of ill-health, particularly among vulnerable population groups such as pregnant women, young children and the elderly. In light of this fact, it just makes common sense to me that if we would use more preventive measures at the federal level in terms of feeding our nation's hungry and particularly in insuring that our children are adequately nourished, we would find that we could save many dollars later in terms of medical costs and the costs of other federal programs particularly when many studies have demonstrated the effects and the devastating impact of poor and inadequate nutrition.

I deeply appreciate all of the witnesses taking the time from their busy schedules to come here today to share their views with the Congress regarding the impact of the enactment of H. R. 4990.

OPENING STATEMENT OF THE HONORABLE DOUG WALGREN (D-PA), CHAIRMAN
SUBCOMMITTEE ON SCIENCE, RESEARCH AND TECHNOLOGY
HEARING ON H.R. 4990, THE HUNGER RELIEF ACT OF 1986

JUNE 25, 1986

Mr. Chairman, I am grateful for the opportunity to participate in this hearing on H.R. 4990, The Hunger Relief Act of 1986. I am particularly happy to see us examining the issue of hunger in the forum of a joint committee hearing. This sort of cooperation is indicative of our understanding that hunger is a multifaceted problem. Hunger is an issue that has many causes and challenges us to seek a variety of solutions through the jurisdictions of the various committees represented here today, the Committee on Agriculture, the Committee on Education and Labor, the Select Committee on Hunger and the Science and Technology Committee.

As Chairman of the Subcommittee on Science, Research an Technology, I have seen a real need to improve our data collection and analytical methods so that we have a better handle on the health and nutritional status of the U.S. population. Support for a nutrition monitoring system comes from a diverse group of supporters. For example, the American Public Health Association, The National PTA and the United Egg Producers, have each urged us time and time again to develop a more effective and comprehensive surveillance system to track our citizens' health.

I congratulate Chairman Panetta and his staff for incorporating a nutrition surveillance system into H.R. 4990. This provision is identical to the National Nutrition Monitoring and Related Research Act of 1986, H.R. 2436, which the Science and Technology Committee and the Agriculture Committee will bring to the full House for consideration later this week.

Nutrition Monitoring is one step by which we can begin to quantify the extent of hunger in America. Obviously this system cannot provide instantaneous documentation of whether hunger exists nor does it offer the panacea for a solution to eliminating hunger in America.

Many individuals involved in this provision of social welfare programs believe that food access is a problem for low income families. However, the fact that studies of the nutritional status of the American population have shown malnutrition to be a rare condition has been used as an argument against the existence of a significant problem. Without generally accepted definitions of hunger or methods to measure hunger, this controversy will continue to be magnified.

As policymakers, we have a responsibility to seek ways to eliminate hunger, enhance the nutritional and health status of the population and thereby improve the productivity and quality of life of American citizens. Currernt federal food, nutrition and health assessments cannot, and may never be able, to adequately assess the magnitude and causes of hunger. However, collaboration between state and local surveillance programs and federal monitoring efforts could result in a state-of-the-art approach to identifying trends and changes in dietary intake, nutritional status, and the prevalence of hunger in high risk groups.

The current system for nutrition monitoring does not work because federal efforts are not focused - each federal agency works on only a small piece of the problem resulting in chaos. We are not saying that these individual initiatives are not worthwhile. We are saying that to really make an

IMPACT, NUTRITION MONITORING ACTIVITIES NEED TO EXIST WITHIN THE RUBRIC OF AN OVERALL FEDERAL PLAN, COMPLETE WITH PROGRAM GOALS AND EVALUATION CRITERIA. EACH AGENCY INVOLVED NEEDS TO PARTICIPATE IN THIS PLANNING PROCESS, AND INDIVIDUAL PRIORITIES NEED TO BE INTEGRATED INTO THE MASTER PLAN.

UNFORTUNATELY, THE PRESENT SCIENCE OF NUTRITION MONITORING MAY PROHIBIT NATIONAL ASSESSMENTS FROM EVALUATING THE CONSEQUENCES OF SPECIFIC HEALTH, NUTRITION AND FOOD ASSISTANCE PROGRAMS. HOWEVER, PROGRAM EVALUATION COULD BE BUILT INTO A COMPREHENSIVE SYSTEM. FOR SUCH EVALUATIONS TO BE USEFUL TO POLICYMAKERS, IT IS IMPERATIVE THAT OPERATIONAL DEFINITIONS WHICH CAN BE TRANSLATED INTO VALID AND RELIABLE MEASURES ARE DESIGNED. STANDARDIZED METHODS AND TECHNIQUES DEVELOPED THROUGH A TRULY NATIONAL AND VIABLE NUTRITION MONITORING SYSTEM HAVE THE POTENTIAL OF MAKING A SIGNIFICANT CONTRIBUTION TO THE UNDERSTANDING OF THE FOOD AND NUTRITIONAL NEEDS OF HIGH-RISK GROUPS, AS WELL AS THE IMPACT OF INTERVENTION PROGRAMS. AS A SCIENTIFIC UNDERTAKING, NUTRITION MONITORING GOALS AND EVALUATIONS NEED TO BE GROUNDED IN A TECHNICAL BASE.

HUNGER IS NOT A PROBLEM THAT CAN BE SOLVED WHEN CHANGES TO THE FOOD STAMP PROGRAM OR CHILD NUTRITION PROGRAMS OR NUTRITION EDUCATION PROGRAM ARE MADE IN A VACUUM, IRRESPECTIVE OF SIMILAR PROPOSALS IN RELATED AREAS. WE WILL BE EFFECTIVE IN SOLVING THE GROWING PROBLEM OF HUNGER IN AMERICA WHEN WE ENCOURAGE FEDERAL AGENCIES TO WORK IN SYNCHRONY, JUST AS WE ARE WORKING IN SYNCHRONY HERE TODAY. THE GROWING SHADOW OF HUNGER DEMANDS THAT WE ACKNOWLEDGE OUR COMMON GOAL, IGNORE OUR PAROCHIAL JURISDICTIONS AND WORK IN UNISON.

OPENING STATEMENT OF CHAIRMAN DALE E. KILDEE, SUBCOMMITTEE ON HUMAN RESOURCES

Mr. Chairman, I would like to begin by commending you for your continuing effort to combat the serious problem of hunger in America.

Your leadership on this bill is one more instance of your constant concern for the most vulnerable in our society.

I also want to commend the approach taken by this bill, which is to strengthen those existing programs which have already proven effective weapons in the fight against hunger.

My particular concern, and that of the Subcommittee on Human Resources, is the Elderly Nutrition Program. H.R. 4990 would expand the Congregate Meals Program by $15 million during fiscal year 1987, the home-delivered meals by $20 million and the Commodity Reimbursement Program by $5 million during the same period.

At recent hearings held by my subcommittee on the effects of quicker hospital release for the elderly as a result of Medicare's DRG's, we heard testimony on the large increase in demand for home-delivered meals for this frail group.

The programs we are discussing this morning play an important role in combating hunger in our Nation. I look forward to hearing from all our witnesses on how the effectiveness of these programs could be expanded.

Mr. PANETTA. We will now proceed with our witnesses. My understanding is that Ms. Judy Collins will be with us momentarily. She missed the first flight at 8 o'clock, so we expect that she will be here soon.

What we will do is proceed with the first panel, which addresses the problems of the working poor and farm families. The panelists include: Mrs. Denise O'Brien, vice chairwoman from the Iowa Farm Unity Coalition, she's an active proponent of improvements in farm production and food relief policy and is, in addition to that, a member of Prairiefire, which is an organization to assist farmers facing economic difficulties; Ms. Carol Croce, who is executive director of the Wisconsin Nutrition Project, she is a chief contributing author of "Hunger is Wisconsin," which is a 1984 publication of the Wisconsin Nutrition project detailing the range of food assistance services provided and the extent of need in that State; and Mr. Sol Chafkin, who is executive vice president of the Local Initiatives Support Corporation. Mr. Chafkin is a former member of the Ford Foundation that examined the extent of conditions in the midst of America's war on poverty in the 1960's, and today lives in New York where he works with private sector organizations on urban development projects in that city.

I want to welcome all three of you to this joint committee hearing on the hunger relief issue. Thank you for taking the time and making your contribution.

Mrs. O'Brien, you may begin.

STATEMENT OF DENISE O'BRIEN, BOARD MEMBER, PRAIRIEFIRE RURAL ACTION, AND VICE CHAIR, IOWA FARM UNITY COALITION

Mrs. O'BRIEN. Thank you, Mr. Chairman, for inviting me today.

I would like to diverge a little bit from the oral testimony that I have written and kind of give you a personal history and personal stories about hunger in Iowa.

I am Denise O'Brien. I am a dairy farmer from southwest Iowa. My husband, Larry Harris, and I farm 300 acres there. We have a diversified operation, and we farm with no chemicals. Our operation includes, of course, dairy, beef, hogs, the normal soybeans, and corn. We have you-pick-it strawberries, and we have an apple

orchard. We are having a very difficult time surviving in this rural crisis. We also raise, along with all of our diversification, three children who are 8, 6, and 5 years old, and we are currently food stamp users.

I am also on the board of directors of Prairiefire Rural Action, an organization engaged in rural advocacy, community education, and community organization. I am also vice chair of the Iowa Farm Unity Coalition, a broad-based coalition of 10 farm, church, labor, rural, and community groups across the State of Iowa. I have been active in a number of efforts designed to keep family farmers on the land.

I am here to speak to you today on behalf of farm families who are receiving food stamps in Iowa, and to inform you of the current and worsening economic condition that exists in rural America and the problem of hunger which accompanies it.

America's farmers and rural communities are in a period of serious economic and social crises unparalleled since the Great Depression. Land prices have fallen for the past 5 years, and it is not possible to predict when this situation will stabilize or bottom out.

Deteriorating farm and rural economy of the 1980's has already forced thousands of farmers off the land, ruined many small-town businesses, and contributed to a higher unemployment in many urban areas throughout the Nation.

We are experiencing a new group of poor people in this country, and those poor people are the farmers of the Nation.

In Iowa we have been active for the last 5 years in helping farmers adjust to this situation, and to advocate for good farm legislation and for things that they need during this time of economic crisis. Many times I have visited with farmers and their families, and they have expressed the concern about becoming permanent welfare recipients if they decide to go on food stamps. These people—many of them—would rather go hungry than be a welfare recipient, or what they call welfare recipient. There's, maybe, social stigmas that are related to this. One of them is, if they are using food stamps, they mostly have to use them in their local stores where they know the clerks, they know the people standing in line—they are small communities. So many women choose to go 60 miles to an urban area to go shopping and bring the groceries home in order not to have to face their community and this shame that is really upon them.

Coupled with being treated as second-class citizens by caseworkers and the social stigma, farmers just, again, would rather go hungry than receive help. This is a very poor commentary on the fact that farmers are the people who raise the crops and raise the food to feed a hungry world, and that they are in a situation of not being able to feed themselves.

Statewide, on March 3, 1986, the Iowa Farm Unity Coalition, in conjunction with the Iowa Interchurch Agency for Peace and Justice, had a statewide food stamp drive in order to inform and help through the application process farm families with food stamps, and on this day we had, statewide, 534 families that applied for food stamps. Of that I believe there were 400—I am not sure of the number—that were able to receive food stamps from that.

In the county that I coordinated there were 10 farm families that came to get information that day. There was a hesitancy of people to come just because it was based on a media type of thing to encourage people to come and encourage the media to come in order to focus in on hunger.

The day left a lasting impression on me when, after having helped an elderly lady fill out her application form, I noticed that she had written down that there was no money in her savings, nor was there any money in her checking account. I asked this woman—she appeared to be in her early to midsixties—if she had enough food until the application could be processed. At that point she broke down and cried explaining that she had no food in her house, and that the Farmers Home Administration—the Government lender of last resort—had not allowed her and her husband living expenses, and that foreclosure was inevitable.

Instances like this are not unique to that county. They happen all of the time every day. Isn't it ironic that people who spend their lives working the land, raising food to feed a hungry world, should be shut off from access of food through no fault of their own? People approaching retirement, or at retirement age, should not have to worry about where their next meal will come from. It is their right to have that essential-to-all-life food. It angers me that people of the land who have worked hard all their lives, who have nurtured their land, and worked the soil, do not have access and should go hungry.

Not only are these farmers experiencing hunger, they are also having to do without health insurance, without life insurance, and without car insurance. I think this is very significant—that there are people hoping that there are no major medical expenses in their lives because they could not afford to take care of those.

Mr. PANETTA. Mrs. O'Brien, I hate to interrupt you, but we have a vote on the floor. What I would like to do is go ahead and vote, and as soon as Mickey Leland returns he can continue with the hearing. I understand that all of our witnesses, including Ms. Collins, are here now, but what we would like to do is to complete this panel and then we will turn to Ms. Collins.

If you will, then, just hold off while we go ahead and vote, and we will be back in about 8 minutes.

[Recess taken.]

Mr. LELAND [acting chairman]. Mrs. O'Brien, you may continue.

Mrs. O'BRIEN. Continue from where I left off?

Mr. LELAND. Yes.

Mrs. O'BRIEN. All right.

I was mentioning the fact that farm families that are experiencing hunger are also doing without—giving up health insurance, car insurance, life insurance, in order to buy their food. These essentials, that most people think are essential to their lives, they are saying:

That $80 a month or that $200 a month that I am spending on this health insurance—I will give that up so I can buy food and, hopefully, we won't acquire large medical expenses or something won't happen to us so we won't need that health insurance.

I think also there are several myths that are involved with farm families about having access to food, and I think they are myths that I would like to dispel.

There are many farmers that have mortgaged all of their hogs and all of their beef cattle, if they do, indeed, raise them. So it is not just a matter of them being able to go out into the feedlot and take a pig into the locker so they can have food. Those animals are mortgaged and it is illegal if they do that—especially if they are borrowers from the Farmers Home Administration. So they do not have access to the things that they are growing themselves.

Farmers also work hard in the summertime. Myself as an example, we milk cows at 5 o'clock in the morning, and then we work through the whole day until about 10 o'clock at night. I do not have time to raise a garden. There are many people that are unsympathetic to the fact that some farmers do not raise their own food or do not have the time to raise their food.

There are several things—women work alongside their husbands very much in agriculture. If they are not working alongside their husbands, they are the ones that go to town and get the jobs. The jobs are basically minimum-wage jobs—there are very few professional jobs in small towns, in rural communities—they have to pay for child care and they also have to pay for transportation to and from. Then when they get home they have to take care of the daily chores or they have to go out in the field and work. They do not have time in the 24 hours that we have to work in 1 day to raise food for their own families, to can that food, to put in the labor that it takes to maintain a garden and to maintain canning. I, for one, have chosen—my farming operation takes precedence in order for us to survive, and I do not have a garden. I will not put that stress on myself or my husband that after a 14-hour day we need to go out into the garden and raise our tomatoes or raise our green beans. I think this is something that people need to understand. Just because farmers have access to the land does not mean that they can raise their own food.

I think that, as I listen to the media and read the newspapers, it startles me that there is talk of a recovery, and it is always prominent. There is no recovery in Iowa, nor will there be until this Government takes firm commitment to making farming profitable and not a tax writeoff for wealthy individuals or corporations.

Farmers are not greedy people. They are interested in providing a comfortable living for their families, and a good environment in which to raise their children. It is contrary to their nature to receive help and to be in need. They have always been the helpers and the givers of assistance. They are the salt of the Earth, as I mentioned before.

I cannot bring you a starving child from Iowa. Hunger shows itself in long-term effects of malnourishment, and malnourishment is becoming very prevalent.

In a statement that Representative Emerson read from Senator Dole I can't help but feel that we are choosing to reduce our budget over feeding our people in our country.

Mr. LELAND. I don't mean to interrupt, Mrs. O'Brien, but I think you probably misunderstood Mr. Emerson. He asked for unanimous consent to introduce the statement from Mr. Dole. The other state-

ments that you are referring to are Mr. Emerson's statements that represent his point of view, not Mr. Dole's. That does not, however, suggest that Mr. Dole would not agree with Mr. Emerson.

Mrs. O'BRIEN. OK.

It is really ironic to me that we will consider these things, and I think as Mr. Gilman said before, that we need to think of the long term of what giving food to our families now means as far as long-term medical costs and things like that, if we take preventative measures.

It angers me that we are spending so much on the military, and we cannot take care of our families in our own country. I think that it shows at the end of the month—the food stamps, they help, but they don't do what is necessary, they don't carry our family through entire month. I think that through the increased uses of food pantries in Iowa—and almost every county in the 99 counties in Iowa have food pantries—during that last week of the month before food stamps are mailed out, that food pantry usage just increases incredibly. We have been funded from all over the United States to fund our food pantries in our local communities. There again, those people have to come and ask for that, and there is the human dignity factor in that that makes them very hesitant to do that.

There are churches that are working every day. They are bringing semi loads of potatoes for people, and it seems to me the whole irony is right there where we have farmers that are farming the land and have to go and get free food. This is just something that is very insulting to their nature, I believe.

We need long-term solutions for sustaining agriculture in our country. We need a farm policy that will set prices at no less than cost of production, mandatory in nature, and with a strong supply management component. Farmers should be able to vote via referendum on such a program. Until we as a Nation determine the destiny of agriculture, we need solutions such as the hunger relief bill set before us today to help people through their greatest time of need.

Thank you.

[The prepared statement of Mrs. O'Brien appears at the conclusion of the hearing.]

Mr. LELAND. Thank you, Mrs. O'Brien.

Ms. Croce.

STATEMENT OF CAROL CROCE, EXECUTIVE DIRECTOR, WISCONSIN NUTRITION PROJECT INC.

Ms. CROCE. Thank you.

My name is Carol Croce, and I am the executive director for the Wisconsin nutrition project, which is a statewide advocacy group based in Madison, WI, that works on food and nutritional health issues. I am also a board member for the National Antihunger Coalition, which is a national membership organization of low-income people and their allies that work together on hunger issues.

I wanted to move away a little bit from the written testimony that you have and just concentrate a little bit on some of the effects that cuts in programs have had on low-income people in Wis-

consin, particularly looking at problems that are faced by the working poor, the underemployed, the unemployed, and the rural population in Wisconsin.

Representative Panetta mentioned in his opening statement—or when he introduced me, rather—that we had done a study on hunger. In 1984, at the end of 1984, we released a year-long study that looked at the growing incidence of hunger in our State. It was a compilation of information that had been taken from surveys that had been done of WIC programs, food pantries, and emergency meal sites that had been run by churches and nonprofit organizations, surveys from surplus commodity distributors, and I think most importantly it was a survey of over 2,200 low-income people around the State about the problems that they were having in meeting their food needs. Many of the comments I will make today are based on the responses that we received from those people.

First I want to talk a little bit about the working poor and the underemployed in our State. Many of the people in our State—low-income people—are working, and they are trying to be self-sufficient. But the wages that they are able to obtain just are not enough to make ends meet. For example, in Milwaukee a recent article just came out that talked about 100,000 new jobs that are going to become available in the Milwaukee area by 1987. But it then went on to say that about two-thirds of those were going to be in the private service sector, and that most of those jobs were going to be at minimum wage.

Minimum wage for a family of four is still going to leave that family at about $4,000 below the poverty line. One of the advocates that we work with in Milwaukee said that if you look at the kinds of jobs that people in that area have been taking since many of the large implement dealers and some of the larger manufacturing companies have had to lay people off or have closed, the rule of thumb is that it takes three McDonald's jobs to equal one former position at Allis-Chalmers. What happens is that even though people are working, the wages are low enough that you are going to have to be able to continue support for those people.

I want to read you a comment that one of the low-income respondents made about her situation. She said,

> I am separated from my husband, and I am really having a hard time. I work as a teacher's aide. My checks go according to the hours I put in. We don't get paid for the 10 days off at Christmas, or the 1 week off at Easter. By the time I pay rent, gas, lights, and phones, plus a large bill from my ex-husband, there just isn't any money for food.

She then went on to say,

> Once in my life I had asked for food help, and they treated me really bad. They made me feel cheap. These people wanted to know why I didn't have food if I was working. I tried to explain, but the man sounded like he didn't want to be bothered. I wanted to ask him if he knew what is it like to turn off your refrigerator in the summer because there wasn't anything in it, or sit in your apartment and smell the cooking from other people. Or has he ever sat at lunchtime with everyone eating, and when asked "where's your lunch?" you just say, "I am not hungry." I am sure even my friends don't know how bad it really is, only because I really don't tell all. All I can say is, "Bless the people who care."

I think one of the benefits from the Hunger Relief Act is the raising of the asset limit. Many people who've recently become unemployed or underemployed—they have savings from when they

were making more money, and they may have cars that they were able to afford in better times. In order for them to become eligible for the Food Stamp Program, they would have to totally deplete what nest egg they have, and they are doing that as it is trying to make ends meet and just provide for basic essentials. I think by increasing that asset limit, people will be able to participate at a rate before all of their savings have totally been depleted.

There is also the problem with the asset limit that has been set on the cars, and the fact that many people have cars that have been deemed to be too expensive, or of too high a value, and it makes them ineligible for the program. I think a more equitable way might be to look at how much equity a family would have in that car, rather than looking what its fair market value would be. I think that would be helpful in increasing the participation, and I would support one of the recommendations in the Hunger Relief Act to look at supporting the asset test based on net asset rather than on the fair market value.

Another problem in the Food Stamp Program that has made working people ineligible for the program has been the $50 child-support disregard. It is the disregard—or we call it the bonus—that AFDC working mothers get if the ex-husband, or the noncustodial parent, has been paying in child support. I have done some calculations on what that does to low-income people, and I have found that if you take a family—a mom with two kids, which is the average size AFDC family in Wisconsin—she is working a minimum wage job, she is working 40 hours a week. She is going to be ineligible for the Food Stamp Program, even after she loses her 30⅓ disregard, and what is kicking her off of the program is that extra $50 she is getting. It puts her just over the gross income level, and she may be losing—depending on what her shelter costs are—she could be losing up to $85 worth of food stamps because of that money.

What it seems to me to do is penalize that custodial parent who has been helpful and been able to get some support from her former husband.

I would really support that provision that is in the Hunger Relief Act that would disregard that amount of money, the way it does in the AFDC family. I don't think anyone benefits—the custodial parent or the AFDC recipient or the Government—from trying to set up a disincentive for trying to collect child support.

I am particularly concerned in Wisconsin because we are piloting a Child Support Initiative Program to try and increase child support collections, and it seems it is sort of at cross purposes.

One of the other issues I wanted to talk about was the unemployed. There is a large number of people who are unemployed in our State who aren't showing up on the statistics because they have been unemployed for such a long time they are falling off of the edge and they are not being counted.

Many of the pantries that we surveyed in our study found that the kinds of people that were coming to their pantries and their meal sites had changed. They used to see lots of single transient men, primarily. Now they are seeing more and more low-income people coming. They are also saying that many times benefits were running out at the end of the month—and I don't mean just food stamp benefits: unemployment benefits, AFDC benefits—whatever

money was coming into the household if it was child support benefits—they were all starting to—by the last 2 weeks of the month, most of the pantries were running out of food.

One of the other problems, too, with those people are trying to maintain diets if they had a special need. One of the questions we asked in our survey is: Do you have a special need, a special diet need, and have you been able to maintain it? A large percentage of those people said no.

I just wanted to read you a couple of the comments that some of the people who responded made about their situation, and I think they are very sobering.

One was from a Beloit Episcopal Church, that said that three older couples who receive food stamps cannot stretch their food stamps through the month. Each couple has one person who is diabetic. We have not found it possible to supply the foods necessary for those diets and still serve the larger number of people who have no health limitations.

A WIC nutrition educator from Rock County in southern Wisconsin, which has experienced a lot of unemployment, said one participant related to me that many nights she went to bed hungry because food stamps and WIC foods didn't stretch far enough. She was pregnant, and she is worried about the effect on the fetus.

Another low-income person from northern rural Wood County said, "I can't afford the fish diet told by my doctor—the diet food is very expensive."

Another WIC educator from northern rural Burnett County said, "Just recently a family of two parents, an 8-month-old and a 3-year-old stated that the adults ate one or two meals a day so that the children could get enough."

Another low-income woman from Dane County, where Madison is, where I am located, said, "My child of four has cancer, and due to chemotherapy she needs food. The cutbacks are dangerous."

The last one was another low-income person from Dane County who also said, "I simply cannot afford to eat but one meal a day and it is not a square meal. It is usually either meat or vegetable, and no bread or milk or eggs."

A lot of low-income people and unemployed people have been using the surplus commodity distribution, and that has been a big benefit for our State. I was pleased to see the provision in the Hunger Relief Act that would allow more money for the TEFAP program. We have a problem with being able to get enough food to the sites. As I mention in my written testimony, many sites run out of food before they have been able to meet everyone's needs.

Another comment from a priest at a Beloit parish—he said, "On the occasion of a giveaway here we had nearly 1,000 people in our gym. The food was very late and the people were getting tired of standing in line. As I traveled around talking to various ones, one man shouted out, 'I bet you never knew there were so many poor people in Beloit, did you, Father?' I guess I really didn't realize it like I did then."

Another problem, I think, with unemployed people being able to participate is similar to those who are the underemployed and working poor, and that's the assets and the vehicles. Again, people hold on to those thinking that this unemployment is just some-

thing that will be short term. They don't want to have to sell the car or totally deplete their savings, and I think that by increasing those assets, people will be able to utilize the food benefits without totally going in the hole.

There is also a large amount—on people who are unemployed—there is a large amount of depression, a lot of denial of their situation, a lot of bewilderment about how they got in this situation. A woman that I knew who was an EFNEP worker—that works with the Expanded Food and Nutrition Education Program, who in Wisconsin do a lot of work with what I would call the shell-shocked unemployed—related to me that she will go into a home, particularly in the Racine area where there has been a lot of unemployment, and she said they've got all of the trappings of middle-income living. They've got the microwave, they may even have a basketball court and a patio, they've got nice furniture. They are used to eating steaks and chops and taking the kids out to McDonald's a couple of times a week. Now the money they used to make in a week they have to stretch for an entire month. They don't know how to cope. They are depressed being in this situation. They don't know how to deal with budgeting on their food. EFNEP has stepped in in those cases and helped them. But I think that it's symptomatic of the situation that many of those people are in. They have a difficult time dealing with their hunger situation.

The last group I want to comment on is the rural poor. Denise has said a lot of things I had planned to say. What Denise sees in Iowa is the same thing we see in Wisconsin. Many of our people have been hard hit by the farm crisis. Again, people do have the same false perceptions Denise talked about about how people live on the farms—well, they take care of their own, they are doing OK. Yet, when we surveyed the pantries that operate in the rural areas, 80 percent of them said that there had been an increase in need in their communities, and another 80 percent said that there had been a definite change in the people who had been coming. Again, it wasn't single people anymore. It was entire families, and they were coming on a regular basis.

Several of the organizations that provide food and the food pantries—they talk about turning hundreds of people away from commodity distribution sites. One of them in northwest Wisconsin, a very rural area, said that they've seen a 200-percent increase in usage at their food pantries.

Again, they also have problems with the assets limits on the cars and vehicles. One of the problems that had been raised is: what happens if the family's got a pickup and it may be used for farm production, but it is also the family vehicle? Because it is not solely used for farm production, it is not an exempt asset. It gets counted. That may make them ineligible for the Food Stamp Program.

Another big problem has been the garnishment. On paper—when a worker looks at how much they are worth, on paper it looks like they are worth quite a bit of money. But in reality they don't have any money left at all. There was a group that held a workshop interviewing people about what kinds of problems they had dealing with getting on benefits. I want to read what one of the farm advocates had said. "A farm family started out 4 or 5 years ago when costs were high, and all at once they are getting garnished. Pretty

soon, due to their debt level, they don't get a milk check, and the machinery dealer wants that repair bill because a tractor's transmission goes out and he owes $2,000 to the feed company, $5,000, and the fuel bill must be paid. He got principal and interest on real estate, and principal and interest on personal property, and now there is no money and there is a garnishment. I can't salvage them in bankruptcy via chapter 7 or chapter 11, so we go to social services for food stamps and AFDC, but their tax form shows a profit, but there is really no money. We have an immediate problem here. The couple is denied food stamps and medical assistance, so we take them over to the Salvation Army, and that is a situation that gets repeated time and time again in the rural areas."

One last issue I want to bring up, or one of the provisions that I think is very important and I find very commendable in the Hunger Relief Act, is the reauthorization for $5 million for the Community Food and Nutrition Program. My agency, the Wisconsin Nutrition Project, is a former CFNP grantee, and when we were operating there were programs that we worked on, and programs that other CFNP grantees did that had a real effect on alleviating many of the problems of poverty. One of the programs we did was to get school breakfasts going—Wisconsin has an abysmal record of school breakfast participation—and we got a school breakfast program going in the Milwaukee area at a time when everybody was getting out of the school breakfast program because of cuts in the reimbursement rates. Now all of the schools in Milwaukee are serving school breakfast.

Many of the activities that we did we have not been able to continue because we haven't had the funds. I think the need still exists out there for those programs, and I would commend you to—and very strongly support—the authorization for $5 million for that program.

[The prepared statement of Ms. Croce appears at the conclusion of the hearing.]

Mr. PANETTA. Thank you very much.

Mr. Chafkin.

STATEMENT OF SOL H. CHAFKIN, EXECUTIVE VICE PRESIDENT, LOCAL INITIATIVES SUPPORT CORP.

Mr. CHAFKIN. I will try to stay within the 5 minutes that I was given.

First, Mr. Chairman, I was a member of the Ford Foundation, and helped organize a child survival and fair start for children exploration, which is relevant to many of the things that you and Congressman Leland have talked about.

The work I do now is, essentially, a private sector nonprofit partnership among 250 corporations, foundations, and financial institutions. That partnership makes below market rate loans and grants to community-based development organizations, those that serve the working poor and the nonworking poor, and that money is used to finance physical and economic development in blighted neighborhoods in perhaps 30 cities across America.

A few of these community organizations are engaged in food, nutrition, and health activities. It looks like it is beginning to grow.

Remember, this is physical development, this is hard dollars, loans, and what is beginning to happen is the emergence of community groups that sponsor food stores in neighborhoods which have no food stores—where residents have to walk a mile and a half to get anything—where the prices are managed. Often these are worker owned.

Some of our major insurance companies in this country, because of the healthy premiums they earn on health insurance, are now trying to find projects in the health services area that they could invest in. These may often be physical structures or other things.

So the private sector is not only involved in food, but also in the physical infrastructure of food and health.

In my spare time I have become involved in advising international assistance agencies and foreign governments on food and nutrition policies and projects, including, some years ago, a food stamp experiment in Colombia that was inspired by the United States program. It was a very interesting experiment—much narrower in terms of the foods that were covered by it—but it got knocked in the head when there was a change in the administration, which is not a new thing that happens in these.

I have also gotten mixed up in the past as a nonscientist member of the Food and Nutrition Board of the National Academy of Sciences and as a participant in foundation and academic research explorations of the functional consequences of low food intakes and learned there that some of the ways of science disputation, and I will get to the consequences of that in a minute.

I admire the decision, Mr. Chairman, that you and the chairmen of the other subcommittees and the select committee have made to make this hearing joint, because the interconnections between all of the things that you know about: poverty, housing, hunger, health, malnutrition, science, education, and even economic and social development, just can't easily be addressed within separate, arbitrarily labeled compartments.

If you will allow me, Mr. Chairman, I want to give one example, which is an anecdote, of the significance of breaking out of these compartments. The example is a bleak, tough public housing project on Bailey Avenue in the Bronx. What began there as a Bronx YMCA senior citizen nutrition center has led to a small quiet revolution in health care for the elderly.

The very existence of the Nutrition Program—and keep in mind here that there are some institutional things that can be built upon—the existence of the Nutrition Program made possible those observations of the linkage between the nutritional composition of the congregate and home-bound meals and the relationship of those to the hypertension, diabetes, and other medical problems that beset so many elderly members of these senior citizen meals programs centers. It opened the door, opened heads, all over the place. In the past 2 years a remarkable collaboration was forged between that senior citizen nutrition center and a local open-minded hospital called Our Lady of Mercy, and with the inventive school of nursing up there called the College of Mount St. Vincent.

This collaboration in prevention and early detection health services for the well-elderly turned conventional health care delivery on its head. The nutrition center became the clinic—a user-friendly

one. The doctors come to the patients, not the other way around, and they come regularly, and they listen to the patients carefully, and they keep scrupulous records, and everybody learns, and everybody wins, except the local pharmacists. The steady flow of prescriptions that his business enjoyed earlier, dried up. Just the simple caring process of coordinating medication management reduced unnecessary and risky overmedication; brought patient health care benefits; reduced expenditures of the elderly under Medicare, thereby freeing up a little bit more of their severely limited incomes for food, rent, or heat, and reduced drug expenditures under Medicaid, thereby lightening by some iota the Government's financial burden.

Is this so-called pharmacist effect a mere anecdote to be dismissed—as so many anecdotes are—as unscientific evidence? I consider it a reliable and impressive indicator of change.

This example of innovation—being able to build upon such innovations within the bill that you have introduced, H.R. 4990—that example of innovation for the elderly is replicable elsewhere, and is consistent with the objective of H.R. 4990 to strengthen the network of services already available.

I wish that H.R. 4990 explicitly encouraged such departures and such initiatives of making those linkages—and I will be glad to provide more details to those who may be interested. The point here is that by having that institutional base, the nutrition center, there is set in motion changes that also strengthen health care. This is why I support the objectives of H.R. 4990. What I have described is a strategy of targeting to achieve double benefits, or double social utility, for one of the most vulnerable groups.

In this context, there may be opportunities for double duty dollars for the other most vulnerable group, mothers and children. In fact, I fear that the increases proposed by H.R. 4990 for the mothers and children group may be low in light of the surging entry of women into the labor force, and what looks like a new boom in marriages and childbearing, as well as the continuing teenage pregnancies. While I couldn't see it, it may be there, but it certainly seems to me to be wise to write in some flexibility in redeploying the total amount of funds that H.R. 4990—that is that flexibility and redeployment may permit a response to needs that we do not now forsee, especially child care feeding and WIC.

You know better than most people that in these times it is not enough to cry "more." But you are going to have to make some judgments, I think, sooner or later—and I hope you don't mind this kibutzing, Mr. Chairman—but I took seriously your notion that this hearing ought not to be the standard set piece contentious hearing, and maybe even allow for some gentle suggestions and criticims of a bill that I support.

You are also, I think, going to sooner or later have to distinguish more sharply between those program actions that respond to plain hunger, and those actions that are supposed to achieve full nutrient adequacies. Each of these has different strategies, costs, and logistical implications. What I have seen in the soup kitchens, the pantries, that kind of response has very little to do with the nutritional adequacy objective that illuminates the present bill.

Last, and I thank you for your patience, you are going to have to depend on advice from the best scientists. From what I have seen, and I am sure from what you have seen, those who will administer this bill, if it is enacted, are going to be tempted to cover themselves by assuring the clearest possible, most definitive advice from scientists. It is going to be impossible to get. So, committees like yours may find that those who implement this act will become paralyzed by the disagreements among scientists, and, therefore, you are going to have to formulate public policy time and again in the face of scientific uncertainty. It is a risk, but you can't wait for that absolute unanimity of scientific judgment.

For this and other reasons, the proposed National Nutrition Monitoring and Related Research Program can easily become another endless swamp of planning and coordination unless you carefully limit its scope and tasks and get experts with small egos prepared to be both scientific and pragmatic.

I have some bones I would pick with you on the proposed National Nutrition Monitoring and Related Research Program, but I have run over my time and one day I may get after you again.

Thank you.

Mr. PANETTA. Thank you very much, Mr. Chafkin.

Let me ask you all to comment on something that is constantly raised on the issue of hunger relative to nutrition programs that are provided. One of the arguments that I have heard—and I've heard not only from the administration, but also from people who comment on this area generally—is that the private sector is really equipped to deal with the hunger problem that we have in this country. That if the churches, charities, and nonprofit groups work hard enough that, in and of itself, would be sufficient to solve the problem.

You are working, in one way or another, with various private-sector operations, and I would ask you to comment on this subject because I think it is something that we continue to hear time and time again as being the way to respond to hunger problems in our country.

Mrs. O'BRIEN. Well, I'd like to respond to that by saying that I don't believe it is up to the private sector to take care of the unfortunate in our country, entirely.

I think that it is nice that we have organizations and donations from people to keep food pantries in operation. I seriously believe that it is a responsibility of our Government to take care of those people that are in need. I don't think that we should have to rely totally on private sector help.

Ms. CROCE. One of the things that we have found in talking about that—churches in particular have felt—I think a safe word would be abused. Many of the churches we talked to got into setting up pantries for different reasons than I think the administration may think. They got into it, many times, for social justice reasons. They feel that they were doing their part, they wanted to help people in emergency situations, but they are feeling now that they are becoming a maintenance organization.

Social services, to a certain degree—and I have seen this happen in several of our counties—while they may not move as quickly on applications because they know that there is a food pantry out

there that can help them along for a while. They are beginning to feel that people have vastly overestimated what should be their responsibility. I see resentment.

Mr. CHAFKIN. In response to your question, the analog is affordable housing in this country. As the subsidies for affordable housing—always keep in mind food, shelter, as the dominant needs—as the subsidies dried up the private sector became more inventive because they have a stake in keeping the communities in which their companies are located stable.

So they became more inventive and became more active, and picked up some of the slack. But it is evident now, and it was evident from the beginning, that the Government had to play the principal financial role in solving that problem. I think the same is true with respect to food and nutrition programs.

Mr. PANETTA. For the two that are working in the field—I guess all of you to some extent are working in the field—another comment that has been made is that generally the basic problem that is facing people is not so much the programs that are there, but the lack of information that is provided to people about programs. It is not a question of sufficiency or adequacy of the programs themselves, it is more a question that people simply are ignorant about the various benefits that are available under various programs. I guess what I ask is for your comment on that, based on what you see on a day-to-day basis.

Mrs. O'BRIEN. I think that I don't believe that they are adequate programs, to begin with. And then the outreach that has been eliminated in the last few years—in Iowa, especially, the Iowa Farm Unity Coalition has filled that need of counseling people, showing them how to go through the application process, telling them what the benefits are, and it is a process that I don't believe should be the responsibility of an organization outside of the Food Stamp Program.

I think that the other thing that you have to keep in mind, also, is the human dignity factor in that we can tell them everything there is about the benefits, we can help them through the application process, and we can go through others, but we cannot force those people to go and receive food stamps and to use these food stamps. I think that is where there is a lot of counseling involved in making these people feel that if it is needed, this is a temporary situation, they should be using this, this is what these are for, and, therefore, go for it. But I don't believe it should be an outside organization doing the outreach for this program.

Ms. CROCE. A couple of points on that. First, I don't think the benefits themselves are adequate for the people who are on the program. In the study we did, 81 percent of the people who are using food stamps talked about their benefits running out by the end of the month. These are not people who are unaware of the program, these are people who are aware, participating, and still find that they can't meet their food needs.

Second of all, Wisconsin is one of the States that has a combined application form. If you go in and apply for one of the three income-transfer programs—AFDC, food stamps, or medical assistance—there is one form to fill out—while I have problems with its 22-page size—still, if you go in and you know about AFDC you get

screened for the other two programs. If you have heard about medical assistance, you will get screened for the other two programs. So that application has been very beneficial for getting a lot of people onto programs they may not have even been aware that they existed, let alone that they were eligible for. So there are some mechanisms in place that I think get people under those programs. There is still a problem with the inadequacy.

There is one group, though, that I think does not get touched by that process, it is elderly people who are on Social Security. Their income is above the SSI, but they are still low income and would probably be eligible for food stamps. But they never come in contact with the social service system, as do some of the other people. I think that that is a group that needs to be targeted, and could probably benefit from being on those programs and may not be as aware of them as other groups.

Mr. PANETTA. Thank you, Mr. Leland.

Mr. LELAND. Thank you, Mr. Chairman.

Mrs. O'Brien, during consideration of the 1985 Food Security Act, Ms. Sandra Scott, deputy commissioner of the Iowa Department of Human Services, testified before the House Agriculture Subcommittee on Domestic Marketing, Consumer Relations, and Nutrition about the food and farm crises in Iowa. She stated that with 8 of every 10 Iowa jobs depending on agriculture, and farmland prices plumetting 42 percent between 1981 and 1985, the State of Iowa and its people had fallen on very difficult economic times. Last year 1 out of every 10 Iowans was receiving Federal commodity donations, and 7 percent of the population was receiving food stamps.

How does the situation related by Ms. Scott compare with the situation existing today?

Mrs. O'BRIEN. I have a statistic here that should help with that. In an 11-month period from May 1985 to April 1986 the number of farm families in Iowa receiving food stamps jumped from 1,481 to 2,214 in that 11-month period, and the situation is deteriorating. I think it is evident in those numbers.

Mr. LELAND. Is public information that would aid Iowan families in need of public assistance services available?

Mrs. O'BRIEN. Pardon me?

Mr. LELAND. Is there public information made available to Iowan families who need assistance?

Mrs. O'BRIEN. Only through organizations that are working in advocacy work with informing people of their legal rights and of their rights to food and food stamps and medical programs.

Mr. LELAND. To what extent has the Iowan State government, itself, provided that kind of information?

Mrs. O'BRIEN. It is real interesting. We are FmHA borrowers, and it is interesting to go into this—of course it is a Federal agency—but in the area in the building that you have the ASCS and extension and FmHA and those—in all of those offices you can see leaflets and brochures around about receiving food stamps. One of the interesting things I think that should be known is that I believe that a Federal program, such as the FmHA—we were encouraged to go on food stamps in order to keep our family living expenses down. So here we are by an employee of the Federal Government saying, "You should use these food stamps; you are prob-

ably eligible for food stamps, so why don't you do that and then we can write down that you don't have as much family living expense." I think that—the State of Iowa is having a very difficult time because of the farm crisis that exists. There is not a lot of money that is available in order to inform people of their rights of benefits and things. I think that it is being basically done through maybe the extension service, which is a Federal program, and through the private organizations, such as churches.

Mr. LELAND. Thank you, Mrs. O'Brien.

Let me ask Ms. Croce, in 1984 the Wisconsin Nutrition Project released "Hunger in Wisconsin," incorporating surveys of 212 churches and 19 county coordinating agencies involved in the distribution of surplus commodities. Fifty percent of the responding churches offering direct services cited an increase in demand between 1982 and 1984, and 65 percent of the churches indicated a significant unmet need. Over the same period, 84 percent of the coordinating agencies indicated an increasing demand for services. Recognizing your leadership in conducting these surveys and in documenting hunger in your State, would you please comment on the status of food assistance services and how successful they are in meeting the needs of Wisconsin residents.

Ms. CROCE. I think to the extent, or within their limitations, most of the low-income people—a large percent of low-income people are able to either receive the benefits, or they are aware of them. But you run into some of the problems that I mentioned earlier. You have a distribution program, the TEFAP program of commodities, and there is not enough money administratively for them to be able to purchase and distribute as much food as could be consumed out in the State. I think people are very much aware of that program, but they can't get the needed benefits. Same thing with the Food Stamp Program, they may be aware of it but if that pickup truck I talked about earlier is going to kick them off the program or keep them off the program, no increased amount of awareness is going to change that situation.

I think people are still hungry in our State. I think it is still a problem. I think it has to do more with limitations within Federal food programs. I think that most of the private-sector people who have been working on it are pretty much stretched to their limits. I don't see how you can push them any further.

By and large I would think perhaps Wisconsin does better than some other States, but that isn't to say that a problem does not exist.

Mr. LELAND. Let me ask all of you this question: To what extent is there hunger in America because people are just ignorant about where to go to get food stamps?

Mrs. O'BRIEN. That's a difficult question to answer. I don't know how you would document something like that.

Mr. LELAND. Well, I am plagiarizing the question a little bit.

Mrs. O'BRIEN. Well, I think, for one thing—and Carol has brought this forward—I think that people just don't understand that these programs—a lot of times I think in some cases farmers don't understand that these programs are there for farm families, to help them, only because they have never been in a position to be needy before. It has never occurred to them that this is something

that could help them through some tough times, because they have never been in this position before.

Mr. LELAND. I see.

Mr. Chafkin.

Mr. CHAFKIN. My impression is—and I share the reluctance of trying to make a flat statement on this—my impression is that there is a—thank God—an enormous network that now exists that includes the churches, and that the only possible way that you couldn't find some place to direct you would be if you don't ask anybody.

Now there may be a fraction of the population that is either zonked out and does not talk to anybody in the community, but clearly—at least in the communities I've seen—it doesn't take much. It is usually that first query either at the welfare center or at the church that you can get to the right source of information about food.

I was in Syracuse, and I was astounded by the kind of volunteer effort that goes in to get the word out. I was also astounded by the fact that the branch companies up there—remember, different from the headquarters companies—contributed a total of $250 to the church to cover some of their moving paper expenses.

Mr. LELAND. Ms. Croce.

Ms. CROCE. Yes; I really don't think ignorance is the problem. As I said before, I think it is an inadequacy of benefits. I think there are probably some places where there may be some transportation problems in the rural areas. You may—if you don't have proper transportation, especially during Wisconsin's winters, which seem to last 9 months of the year—it makes it very difficult for you to get to, perhaps, the place where you need to go. There is the complexity sometimes of the programs that makes participation difficult. As you are well aware, the list of verification materials you have to bring in is extensive. You may not know that you have to bring those in until you get there, and it means another trip. So there are some complexities that make it hard for people to participate.

I don't think, however, that ignorance is a problem. Another one that has been a problem has been language. Wisconsin has a pretty good Hmong population, and——

Mr. LELAND. I'm sorry?

Ms. CROCE. Hmong—Laotian, Cambodian. H-M-O-N-G. And you can find information about food programs in English and in Spanish, but you don't find them in Hmong. It is these people—while they are hooked in to some social services, it is usually through church groups, and they may not necessary know about some of those programs, and if they do you run into some language barriers there. There aren't too many Hmong translaters, as well.

Some of the programs in Wisconsin, WIC for instance, have been able to, in those areas that have high Hmong populations, have been able through their flexibility to shape programs to deal with their specific needs, deal with their nutrition problems, which they have some certain dietary—many of them, for instance, are lactose intolerant and they have problems with milk—and trying to deal with some of their misconceptions about American eating, as well.

There has been some flexibility, and I think that we are trying to address that problem. That may prevent a barrier, or that might be perceived as ignorance of the program.

Mr. LELAND. I would like to ask for the consensus of this panel on the reasons for the hunger we are realizing today in America. It is not due to ignorance about where to go to get fed or to find programs available to people who are hungry. Am I correct?

[Panel agrees.]

Mr. LELAND. Do you think a nutrition monitoring system that seeks to determine whether investments in nutrition programs are cost-effective is a worthwhile investment in contrast to the nutrition monitoring provisions in the Hunger Relief Act?

Mr. Chafkin, I think you might want to——

Mr. CHAFKIN. I thought I would pick bones with you on that thing in some other place.

Mr. LELAND. Well, this is the place to lay out your opinions with the subcommittees.

Mr. CHAFKIN. You're right.

First, you have to have monitoring. There is no getting around that. Whether you have to invent it or create it in the form of an organization responsible for it all at once is what troubles me, because the methodology has not been invented. I have this vision, as I read the act—and maybe this is the effect of reading turgid acts—but the effect on this, on me at least, is that there it is entirely possible that unless you stage it, unless you develop the methodology first, unless you test the methodology, you will wind up with a problem, and this could hurt the long-term objective of making sure you have got a monitoring system.

If you press me to make a constructive suggestion, I would say: Limit the objective and the tasks, select the sample of the places where you are going to do the testing, where you are going to develop the methodology, and keep that small until you are satisfied that you've got a monitoring system that is acceptable, and particularly acceptable to the scientific community. You are not going to get away with it if you start getting sloppy at the edges and giving every State a bunch of money, or every department a bunch of money to work on the monitoring.

Mr. LELAND. Let me ask another kind of question, Mr. Chafkin, if I may, and let me suggest to the chairman, as well as the panel members, that I have other questions that I would like to submit in writing to you. I ask unanimous consent that the record be open for the purpose of including your responses.

Mr. PANETTA. Without objection that will be ordered.

[The material follows:]

U.S. HOUSE OF REPRESENTATIVES,
SELECT COMMITTEE ON HUNGER,
Washington, DC, August 15, 1986.

Mr. SOL CHAFKIN,
1 Ploughman's Bush, Bronx, NY.

DEAR MR. CHAFKIN: As was requested during the June 25th hearing conducted jointly by the House Agriculture Subcommittee on Domestic Marketing, Consumer Relations and Nutrition; the Select Committee on Hunger; the Education and Labor Subcommittees on Elementary, Secondary and Vocational Education, and Human Resources; and the Science and Technology Subcommittee on Science, Research and

Technology, I am submitting additional questions to which I would appreciate your response:

(1) The Select Committee has been investigating the availability of quality, competitively priced foods in inner-city and relatively isolated rural areas. Would you please provide information detailing what types of assistance your organization provided community groups in relocating grocery stores in their inner-city neighborhoods?

(2) Last year, the Select Committee conducted a hearing on program coordination and simplification emphasizing the need for more extensive service integration. Based on your references to the senior nutrition program expanding to include health services, how would you suggest we link other nutrition programs with other public assistance network components?

Mr. Chaffin, I welcome the assistance you might provide the Select Committee as we continue our work in these two areas. I look forward to receiving your thoughts on these issues.

Sincerely,

MICKEY LELAND,
Chairman.

NEW SCHOOL FOR SOCIAL RESEARCH
GRADUATE SCHOOL OF MANAGEMENT
AND URBAN PROFESSIONS
66 FIFTH AVENUE
NEW YORK, N.Y. 10011
212 741-5600

DAVID M. KADLEC (ECON)
PHD NEW YORK UNIV 1975

September 17, 1986

The Honorable Mickey Leland
Chairman, Select Committee on Hunger
U.S. House of Representatives
Room H2-587, House Office Building, Annex No. 2
Washington, D.C. 20515

Dear Congressman Leland,

Herewith are responses to the two questions in your letter to me of August 15, 1986 growing out of the June 25th hearing conducted jointly by your committee and certain subcommittees of other House committees.

Soon after that hearing, I retired from the Local Initiatives Support Corporation (LISC), after five years as its executive vice president. I have agreed to serve as a consultant to LISC from time to time.

1. On your first question, you will recall that LISC is a non profit financing institution, supported by about 250 corporations and foundations in 30 cities or states across the country (including Houston). Its principal activity is not food related but rather providing concessional rate loans and grants for housing and economic development projects sponsored by local community based development organizations in deteriorating neighborhoods. Thus, LISC's involvement in urban and rural food availability issues is quite limited. Projects in LISC areas are initiated by community organizations and these, understandably, have mainly been for affordable housing and for commercial development.

   Nevertheless, from time to time community groups, distressed by the absence or impending departure of food markets from their neighborhoods (or for local development reasons) have sought LISC and other assistance because community sponsored food/supermarkets are often the anchors needed for revitalizing some neighborhoods. Such assistance has been rendered in the form of LISC loans for land or property acquisition, physical construction or renovation of existing food markets, working capital, etc.

Thus, LISC has participated in organizing the joint venture financing for the successful community/Winn-Dixie supermarket in Miami's Liberty City neighborhood (probably the first significant economic development since the riots); food co-ops in Cleveland and Hartford; a worker-owned supermarket in Philadelphia; a community sponsored supermarket in a rundown shopping center in Birmingham, Alabama; and a few other food-related projects. The role of LISC in most cases is to provide some creative and concessional financing that can leverage other longer term and more traditional sources of capital. Supermarkets are high risk loans for LISC but because they are so essential to the life of a community, LISC has helped where it could. The objective in these cases is to bring down the cost of borrowing so that the food market can be competitive in price and quality for the residents of the community.

2. On the second question, your staff ought to visit the Baily Avenue Public Housing project in the Bronx and see how the senior nutrition center and a nearby voluntary hospital have integrated food and health services that actually work. (Call Valerie Berry (212) 796-2550). The cost-effectiveness study of this example of service integration is well-along and should be instructive on the subject of other possible kinds of service integration involving nutrition and other public assistance network components. Two such possibilities are:

   (a) Public/private support for integrating nutrition into health services within hospital-based or free standing HMO's in low income areas. Medicaid recipients could be required to choose an HMO for (1) quality and continuity of medical care, (2) as a distribution point for food and food stamp programs (especially for the homeless hungry) for linking nutrition surveillance and education to preventive health resources, and as a means of reducing the uncontrolled costs of Medicaid. The presence of a coordinator (not an MSW) in this health/food program setting should assure one stop service with obvious benefits and overhead cost savings.

   (b) Conversely, use existing private non-profit community social services centers or senior nutrition centers to integrate and manage health care, access to food, and case-by-case attention to such problems as the cost of housing and its consequent financial impact on adequate food intake, the anomaly of welfare hotels without cooking or refrigeration facilities, etc.

In brief, there are potentials for modifying existing public and private institutional arrangements to permit breakthroughs in the present compartmentalized and, therefore, costly system that does not work well. Legislative changes (especially on Medicaid) may be needed to make it possible to achieve services integration. What may be needed is an analogue of the Tax Reform Bill -- perhaps a Food and Health Services Reform and Simplification Act that could also incorporate the amendments that you and your colleagues discussed on June 25th.

All the best.

Sincerely,

Sol H. Chafkin

SHC:sw

Mr. LELAND. Are you currently engaged in efforts to revitalize deteriorating neighborhoods through private-sector contributions and talent? I have been, to some extent, involved in similar efforts in my home city in Houston, TX. I found it most difficult because the economy of Houston has been harder hit than most cities today, and there is a tremendous void in private funds as well as public funds to be contributed to revitalization efforts. Based on your experience, how well-equipped is the private sector to bare a larger share of the burden or responsibility for assisting the poor?

Mr. CHAFKIN. Again, I can't quantify it. I was thunderstruck by the first 5 years of what we tried to do by the response of the private sector in the form of grants from corporations and of loans at below-market rates from banks and insurance companies.

I think that there is a very good possibility that what was started in the first 5 years can be doubled in the 5 years that lie ahead. The interest of the corporations on doing something about blighted communities in the large cities of this country has now been established. There is no question about it. The CEO's understand the need to stay with it. Those in the corporate contributions committees sometimes have low boredom thresholds so that they say "why don't we do some other nice thing." And there are a lot of nice things to do.

So, two points. One is that a lot has now been demonstrated—that you can make neighborhoods more viable and more stable, and I will give you one or two examples. The second is that there is more interest and more room and more financial support that is out there. The caveat that has got to be here is the one I mentioned earlier on the housing—you cannot solve the bulk of the problem of affordable housing, for example, or other blight in tough deteriorated neighborhoods, without Federal support. The inventiveness that is now happening by corporations, such as a group in Chicago where that business community is well organized—they have created a National Neighborhood Equity Fund, and it happens that that thing can work almost regardless of what happens to the Tax Reform Act. So there are instrumentalities that can be developed.

Incidentally, while I have this opportunity, if you have an opportunity to change the name from the Hunger Relief Act, I think you might want to call it the Food and Hunger Reform Act of 1986 with the same kind of muscle that was applied to that.

Mr. LELAND. Thank you, Mr. Chafkin. Thank you, Mr. Chairman.

Mr. PANETTA. Thank you very much. And thanks to all three of you for appearing.

The next witness is Ms. Judy Collins, who is one of the folk singers in this country. She was involved in the Hands Across America May 25 event, and the private sector contributions that were made as a part of that event. We have asked her really to speak to the followup on Hands Across America, as well as her thoughts about efforts by the Congress to address the hunger issue.

We thank you very much for coming. It is truly an honor to have you here, and you may proceed with your testimony.

STATEMENT OF JUDY COLLINS ON BEHALF OF USA FOR AFRICA/ HANDS ACROSS AMERICA

Ms. COLLINS. Thank you so much, Congressman Panetta and Congressman Leland, and those who are present in spirit and not present in body, I thank you for inviting me and letting me come today to testify on behalf of USA for Africa/Hands Across America. Most of all, on behalf of the 5,602,960 people who took part on the route between New York and California, and the estimated 1.5 million participants in off-route States, we want to thank you for holding this hearing and outlining a way for the Federal Government to proceed.

I would also like to introduce the name of Harry Chafin into this hearing. I think Harry Chafin, wherever he is, on whatever plane he is, would be proud to be here today, and he is with us in spirit. When he formed the World Hunger Organization so many years ago, he put all of us on notice that this was going to be the issue that was going to be critical for us to survive together.

Shame is a strong word, but it is a word that describes the feeling I have when I walk in the streets of my city and see the hungry and the homeless. They are people who have fallen through what we call our safety net in this country. They have fallen into our laps, into our consciences, onto my doorstep, and onto your doorstep. In this rich, rich country where the lives of so many of us are blessed with abundance, it is with shame that I think of these people who live in fear and in hunger today.

The people who participated in Hands Across America did so because they believe there is a need for all of us to act to eliminate the problems of hunger and homelessness. They believed Hands Across America was a day of hope, that there is now a commitment to this issue which is evidenced here by these subcommittees this morning, and that we will all work together for solutions.

That is the important message today. Not whether everyone agrees with the Hunger Relief Act of 1986, as introduced, but whether some view, some kind of coalition, can be brought so that we can proceed. To those of you not supporting the legislation as introduced, your challenge is to come up with an alternative, not just oppose what is presented on the table.

The unique aspect of Hands Across America was the formation of some very unlikely coalitions working together. For instance, the St. Louis Can Rally, where the groups included grocery stores and major corporations—McDonnell Douglas as well as citizen groups. We would like our legislators to work together in really imaginative coalitions. In this first group of people we spoke of, the need to have participation of the private sector and the Government sector is essential to have all of these pieces functioning together.

Equally important, Hands Across America made people proud to be Americans, and proud that we can stand together for our fellow human beings. Writing from an American Armed Forces base in West Germany, a woman summarized the significance of Hands Across America in her own life. Describing the emotions she felt while preparing a personalized 400-foot Hands Across America banner of handprints that was later sent to the USA for Africa, she said:

With each handprint that I made, I experienced an irreplaceable feeling I wouldn't trade for anything in the world. The emotion, the sense of belonging, to turn an outstretched hand of a fellow American on foreign soil, to be united together in such a worthy cause, left me with a very personal feeling of comfort, of hope for the future.

I want to address the question of ignorance, which was raised by Mr. Leland a little earlier. It implies an irresponsiblity on the part of the hungry. Hungry people are not ignorant, and they are not irresponsible. They are hungry and they need help, and it takes money, and it takes attention to detail to bring help. It takes our intelligence. It is a challenge for all of us to continue that hope for the future that was begun, that is continued, and that will go on. It is our challenge, and your challenge for us on our behalf, to fashion an appropriate program and programs and work together, as did 6.5 million Americans, to end hunger and homelessness.

It is said that only the heart can speak to the heart. I beg you on behalf of so many millions to reach your hands and your hearts to those who are hungry today. When you act, tomorrow we can turn from our shame to a new day of hope and help.

It is a challenge for all of us to continue that hope for the future. It is your challenge to fashion the appropriate programs and work together as did 6.5 million Americans to end hunger and homelessness.

Thank you.

Mr. PANETTA. Thank you very much. I thank you for those moving comments. I have often felt that people have asked: What is the importance of an event like Hands Across America? My view has been very strongly that what an event like that does is it brings the American conscience to bare on hunger in our Nation. That is probably the most important first step to make people aware of the problem, to make them recognize that there are those that are concerned about it, and then, hopefuly, to focus their attention on taking the next step which has to happen here as well as in thousands of communities across this country.

Let me ask you, if I may, having worked with Hands Across America—the funds that were derived as a result of that event, are they in the process now of being distributed? What are the particular targets that they are aiming at? Do you know?

Ms. COLLINS. Yes; Hands Across America is, of course, an arm of USA for Africa, and America. As the name USA for Africa implies, this is an effort for hunger relief in this country as well as in other countries. There is a program of dispensing funds which is available, which I would like to also have some notes on to submit to the subcommittees, as to how these funds are distributed.

There is an immediate relief program, a certain percentage, which is being given for immediate relief to areas in which help is needed immediately. This is not to suggest that immediate help is not needed everywhere. But there is a layered dispensation of funds so that this Hands Across America event is a continuation, and also a beginning. As you say, it is the effort to raise the consciousness, but there is money, it is being distributed. The effort is to reach into communities to stimulate the actions of the local agencies to give them the help with funds from USA for Africa,

and also to stimulate public and private-sector participation in the local areas.

One of the things that was so exciting about Hands Across America, to me, was that it involved this kind of coalition. There were people from the private sector. There were people in government. There were people who are actively involved in the day-to-day workings of shelters, of feeding stations, of programs from various outreach groups into communities. They all worked together. As in the case of the situation in St. Louis, it has begun and stimulated something which will continue.

[EDITOR'S NOTE.—Additional material was submitted for the record:]

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State / Organization	Given 1985	Given 1986
City of Albuquerque		$10,000.00
City of Columbus		$10,000.00
City of Los Angeles		$10,000.00
Dignity Center	$1,500.00	$50,000.00
Martha's Table		$25,000.00
National Student Campaign Against Hunger		$100,000.00
Parents of Watts		$2,000.00
Physicians Task Force on Hunger in America		$111,960.00
State Total	$1,500.00	$318,960.00
AR		
City of Little Rock		
Office of the Mayor		$10,000.00
AZ		
Advertising Council Food Stamp Project		$50,000.00
City of Phoenix		$10,000.00
Community Advocates for Shelter Alternatives		$60,000.00
Primavera Foundation		$100,000.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State	Organization	Given 1985	Given 1986
(Break keys from prior page)			
AZ	Primavera Foundationfor Shelter Alternatives		
	State Total	$0.00	$220,000.00
CA	Downtown Women's Center		$5,000.00
	Henderson Community Center Second Baptist Church		$10,000.00
	Hospitality House North of Market Planning Coalition		$30,000.00
	House of Ruth		$50,000.00
	Jewish Family Service		$10,000.00
	Larkin Street Youth Center		$5,000.00
	Las Familias del Pueblo	$2,000.00	$10,000.00
	Los Angeles Men's Place		$1,000.00
	Martin de Porres House North of Market Planning Coalition		$30,000.00
	People Assisting The Homeless PATH	$5,000.00	$15,000.00
	Saint Joseph Center		$10,000.00
	Saint Vincent de Paul Archdiocese of Los Angeles		$50,000.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State / Organization	Given 1985	Given 1986
(Break keys from prior page)		
CA		
Saint Vincent de PaulHomeless		
State Total	$7,000.00	$226,000.00
CN		
Hartford Food System		$30,000.00
CO		
Colorado Coalition For The Homeless		$100,000.00
CT		
Christian Community Action c/o Cynthia Belouise Columbus House		$12,500.00
Columbus House c/o Cynthia Belouise	$2,500.00	$12,500.00
My Sister's Place c/o Cynthia Belouise Columbus House		$12,500.00
Regional Network of Programs, Inc. c/o Columbus House		$12,500.00
Saint Luke's Emergency Shelter c/o Cynthia Belouise Columbus House		$10,000.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State	Organization	Given 1985	Given 1986
(Break keys from prior page)			
CT			
	Saint Luke's Emergency ShelterInc.		
	State Total	$2,500.00	$40,000.00
DC			
	Center On Budget And Policy Priorities		$145,000.00
	Cities in Schools		$250,000.00
	Community for Creative Non-Violence		$70,000.00
	District of Columbia Department of Human Services		$10,000.00
	Food Research And Action Center		$150,000.00
	State Total	$0.00	$625,000.00
FL			
	Camillus House		$100,000.00
GA			
	City of Atlanta Office of Community and Citizen Affairs		$10,000.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 31, 1986

State	Organization	Given 1985	Given 1986
IL			
	Chicago Coalition for the Homeless		$144,000.00
	City of Chicago		$10,000.00
	City of Springfield Office of the Mayor		$10,000.00
	State Total	$0.00	$164,000.00
IN			
	City of Indianapolis Community Service Council		$10,000.00
	City of South Bend Office of the Mayor		$10,000.00
	Lake Area Energy Assistance Program		$5,000.00
	Ohio Valley Opportunities, Inc.		$35,000.00
	State Total	$0.00	$60,000.00
KY			
	Second Harvest National Food Bank Network		$110,000.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State / Organization	Given 1985	Given 1986
LA		
Associated Catholic Charities		$50,000.00
MA		
Boston Department of Health and Hospitals		$20,000.00
Housing Allowance Project		$40,000.00
Massachusetts Coalition For The Homeless		$40,000.00
State Total	$0.00	$100,000.00
MD		
City of Baltimore		$10,000.00
Midtown Churches Community Association, Inc.		$35,000.00
People Lacking Ample Shelter and Employment		$50,000.00
State Total	$0.00	$95,000.00
MN		
City of Saint Paul Office of the Mayor		$10,000.00
Elim Transitional Housing		$75,000.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State	Organization	Given 1985	Given 1986
	Minnesota Coalition for the Homeless		
	State Total	$0.00	$85,000.00
MO			
	City of Kansas City Urban Community Services Department		$10,000.00
	City of Saint Louis Department of Welfare		$10,000.00
	Missouri Rural Crisis Center		$5,000.00
	State Total	$0.00	$25,000.00
MS			
	Tunica Development Fund, Inc.		$150,000.00
NJ			
	Apostles House c/o Elizabeth Coalition for the Homeless		$20,000.00
	City of Trenton Department of Health and Human Services		$10,000.00
	Elizabeth Coalition for the Homeless		$10,000.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State	Organization	Given 1985	Given 1986
	c/o Michael Fabricant		
NJ	Eva's Kitchen c/o Anne Christensen		$12,000.00
	Interfaith Council of Union County c/o Anne M. Christensen		$13,000.00
	Light House Temple c/o Elizabeth Coalition for the Homeless		$4,000.00
	Morris Shelter c/o Anne M. Christensen		$10,000.00
	Rural Development Corporation c/o Anne M. Christensen		$17,000.00
	Saint Elizabeth Eaton House c/o Anne M. Christensen		$10,000.00
	Saint Francis Home of Hoboken c/o Anne M. Christensen		$12,500.00
	Saint Joseph's Social Service Center c/o Elizabeth Coalition for the Homeless		$11,000.00
	Saint Roccos c/o Elizabeth Coalition for the Homeless		$21,000.00
	Salvation Army Shelter c/o Elizabeth Coalition for the Homeless		$11,000.00
	Square Meal c/o Ann M. Christensen		$12,000.00
	United Communities Corporation c/o Elizabeth Coalition for the Homeless		$6,000.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State	Organization	Given 1985	Given 1986
(Break keys from prior page)			
NJ			
United Communities CorporationCenter			
	State Total	$0.00	$180,500.00
NM			
Barrett House			
	c/o Sally McCabe Dept. of Human Services		$7,000.00
Community Action Agency of Dona Ana County			
	c/o Sally McCabe Dept. of Human Services		$20,000.00
Project Share			
	c/o Sally McCabe Dept. of Human Services		$2,000.00
Saint Martin's Hospitality			
	c/o Sally McCabe Dept. of Human Services		$21,000.00
San Juan Council of Community Agencies			
	c/o Sally McCabe Dept. of Human Services		$30,000.00
	State Total	$0.00	$80,000.00
NY			
Capitol District Traveler's Aid			
	c/o National Coalition for the Homeless		$9,000.00
City of New York			
	Policy and Program Development		$10,000.00
Dwelling Place			$12,400.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State	Organization	Given 1985	Given 1986
	c/o National Coalition for the Homeless		
NY	Grand Central Feeding Program c/o National Coalition for the Homeless		$5,000.00
	Interfaith Partnership for the Homeless c/o National Coalition for the Homeless		$5,000.00
	Joseph's House c/o National Coalition for the Homeless		$5,000.00
	My Brother's Place c/o National Coalition for the Homeless		$12,400.00
	Nazareth Homes c/o National Coalition for the Homeless		$12,000.00
	Our Lady of Comfort c/o National Coalition for the Homeless		$5,000.00
	Paraclete Foundation c/o National Coalition for the Homeless		$12,400.00
	Partnership For The Homeless		$49,000.00
	Saint Charles Lwanga House c/o National Coalition for the Homeless		$5,000.00
	South Presbyterian Church c/o National Coalition for the Homeless		$3,000.00
	Star of the Sea c/o National Coalition for the Homeless		$12,400.00
	Unity House Street Ministry c/o National Coalition for the Homeless		$5,000.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State	Organization	Given 1985	Given 1986
(Break keys from prior page)			
NY			
	Unity House Street Ministryshe Homeless		
	State Total	$0.00	$158,600.00
OH			
	City of Cincinnati		$10,000.00
	City of Dayton		$10,000.00
	City of Toledo Department of Community Development		$10,000.00
	Friends of the Homeless		$40,000.00
	Over-the-Rhine Housing Network		$100,000.00
	State Total	$0.00	$170,000.00
OR			
	Burnside Community Council		$40,000.00
	Burnside Projects, Inc.		$40,000.00
	City of Portland Office of the Mayor		$10,000.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State	Organization	Given 1985	Given 1986
(Break keys from prior page)			
OR			
	City of Portlands, Inc.cii		
	State Total	$0.00	$90,000.00
PA			
	City of Philadelphia Office of the Mayor		$10,000.00
	City of Pittsburgh Office of the Mayor		$10,000.00
	Committee for Dignity & Fairness for the Homeless		$60,000.00
	Homestead Unemployed Center Rainbow Kitchen		$10,000.00
	Jubilee Association Inc.		$12,000.00
	State Total	$0.00	$102,000.00
SC			
	City of Charleston		$10,000.00
TN			

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 31, 1986

State	Organization	Given 1985	Given 1986
	City of Knoxville Office of the Mayor		$10,000.00
TN	City of Memphis Office of the Mayor		$10,000.00
	State Total	$0.00	$20,000.00
TX	City of Dallas		$10,000.00
	City of Texarkana		$1,000.00
	City of Wichita Falls Office of the Mayor		$10,000.00
	Common Ground Community Economic Development Corporation		$100,000.00
	Texas Center for Immigrant Legal Assistance		$50,000.00
	State Total	$0.00	$171,000.00
VA	Daily Planet		$26,668.00
	Emergency Shelter, Inc.		$26,666.00
	Grace House		$26,666.00

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USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State	Organization	Given 1985	Given 1986
(Break keys from prior page)			
VA			
	Grace Househelter, Inc.		
	State Total	$0.00	$80,000.00
VT			
	Burlington Emergency Shelter c/o James Rader		$4,000.00
	Chittenden Emergency Food Shelf c/o James Rader		$3,500.00
	Community Health Center c/o James Rader		$2,000.00
	Good Samaritan House c/o James Rader		$5,870.00
	Homestead/Green Mountain c/o James Rader		$5,750.00
	Housing Assistance Program c/o James Rader		$5,700.00
	John W. Graham Emergency Shelter c/o James Rader		$5,750.00
	Morningside House c/o James Rader		$3,700.00
	New Horizons for New Hampshire c/o James Rader		$7,500.00
	Streetworker Program c/o James Rader		$7,480.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State	Organization	Given 1985	Given 1986
VT			
	Twenty four Hour Club c/o James Rader		$7,000.00
	Waystation c/o James Rader		$3,000.00
	Wilson Hotel c/o James Rader		$6,000.00
	Women Helping Battered Women c/o James Rader		$5,750.00
	State Total	$0.00	$75,000.00
WA			
	Washington State Coalition for the Homeless		$50,000.00
WI			
	Coalition for Community Health Care c/o Community Advocates		$40,000.00
WV			
	Bartlett House c/o James Lewis		$5,000.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

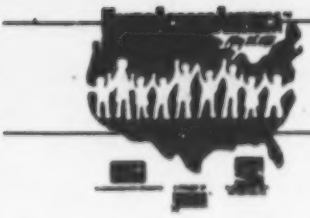
July 31, 1986

State	Organization	Given 1985	Given 1986
WV	Berkley County Coalition for the Homeless c/o James Lewis		$21,000.00
	City Mission c/o James Lewis		$3,000.00
	Genoa Community Services c/o James Lewis		$6,000.00
	House of the Carpenter c/o James Lewis		$4,000.00
	Romero House c/o James Lewis		$5,000.00
	Tug Valley Recovery Center West Virginia Coalition for the Homeless		$23,000.00
	West Virginia Coalition for the Homeless c/o James Lewis		$11,000.00
	State Total	$0.00	$80,000.00
WY	Wyoming Coalition for the Homeless		$40,000.00

USA FOR AFRICA DOMESTIC ALLOCATIONS
To Date by State

July 21, 1986

State Organization	Given 1985	Given 1986
Grand Total	$11,000.00	$3,904,060.00



NEWS RELEASE

FOR IMMEDIATE RELEASE

July 9, 1986

Contact: Dave Fulton
Kaye Cooper-Head

Hands Across America
(213)556-1012

USA FOR AFRICA ANNOUNCES DOMESTIC TASK FORCE

LOS ANGELES --- Taking the first formal steps towards the distribution of the proceeds from Hands Across America, USA for Africa/Hands Across America has announced the formation of a Domestic Task Force to work in conjunction with the foundation.

Hands Across America, which took place on May 25, 1986, has raised a total of $41,650,083 in both contributions and outstanding pledges as of July 7. An estimated seven million people participated in the event across the entire United States.

The Domestic Task Force is made up of 37 individuals involved with the issues of hunger and homelessness representing local, regional and national organizations and agencies. Twenty-seven members of the Domestic Task Force are also geographically representative of the country, representing one of nine regions, while the remaining ten will serve as national representatives. (A complete list of Domestic Task Force members is attached.)

The major role of the Domestic Task Force will be to help refine and finalize the process of domestic grant funding for Hands Across America/USA for Africa. This will involve recommending final funding guidelines, assessing incoming proposals from service providers, and most importantly, working with agencies and organizations in their respective regions to maximize the available funds from Hands Across America/USA for Africa. Their input will be used by the USA for Africa Board of Directors in making the

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USA FOR AFRICA ANNOUNCES DTF
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final determination of grant recipients. The first meeting of the Domestic Task Force is scheduled for July 22-23 in Los Angeles.

"I am both proud and pleased that we were able to get such highly regarded individuals to work with us," said Ken Kragen, Board President of USA for Africa and Hands Across America Project Organizer. "Their willingness to help is another step forward in our collective responsibility to deal with the issues of hunger and homelessness."

Marty Rogol, executive director, USA for Africa, describes the Domestic Task Force as an advisory body whose input will be used for long-range involvement and direction for the foundation.

"With limited funds to combat these problems, the Domestic Task Force will help USA for Africa maximize its efforts on both a national and regional level," notes Rogol.

The book, "Hands Across America," has just been published by Pocket Books, and is available in bookstores across the country for $7.95. All profits from the book will go to the Hands Across America fund.

Donations for Hands Across America are still being accepted by calling toll-free 1-800-USA-9000 or writing Hands Across America, 7707 American Ave., Marshfield, Wisconsin 54472.

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USA FOR AFRICA

DOMESTIC TASK FORCE

	NAME	AFFILIATION
Region One (ME/NH/VT/MA/CT/RI)		
	Dr. Larry Brown Cambridge, Mass.	Harvard Physician's Task Force.
	Mark Winne Hartford, Ct.	E.D. Hartford Food System; Member, Conn. Coalition Against Hunger.
	Cheryl Rivers Brandon, Vermont	Legislative advocate for the Low Income Advocacy Council.
Region Two (NY/NJ)		
	Assemblyman Bob Franks New Providence, N.J.	State Legislator.
	Diane Morales New York, N.Y.	Dpty Manhattan Borough President.
	Pam Greene New York, N.Y.	Director, Food For Survival, food bank.
Region Three (PA/OH/KY/DC/WV/VA/MD/DE)		
	Frank Mont Pittsburgh, Pa.	United Steelworkers of America food banks.
	Marvin Smith Cincinnati, Ohio	Development Director, Over-the-Rhine Housing.
	Virginia Beverly Baltimore, Maryland	Emergency Services Coordinator, Maryland Food Committee.
Region Four (GA/FLA/MISS/TN/AL/SC/NC)		
	Rims Barber Jackson, Mississippi	Mississippi Children's Defense Fund.
	Sophie Bracey-Harris Montgomery, Alabama	Co-Director, Federation of Child Care Centers of Alabama; founder, Alabama Black Women's Leadership and Economic Development Project.
	Robert Everett Nashville, Tennessee	Co-Chair of Nashville Communities Organized for Progress.

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USA FOR AFRICA
DOMESTIC TASK FORCE (cont.)

	NAME	AFFILIATION
Region Five (ILL/MI/MN/WI/IN/IA)		
	Councilman Jim Sheibal St. Paul, Minnesota	Chair, Committee on Poverty and Homelessness for the League of Cities; St. Paul City Councilman.
	Betty Banks Madison, Wisconsin	Board Member, Wisconsin Coalition for Advocacy; staff, Women's Transit Authority.
	Charlie Jones Chicago, Illinois	Executive Director, Food Justice Program.
Region Six (TX/NM/LA/ARK/KS/OK/MO)		
	Susan DeMarco Austin, Texas	Former staff of the Texas Dept. of Agriculture.
	Freddie Nixon Batesville, Arkansas	Consultant, the Heifer Project which sends livestock to underdeveloped countries; member, Arkansas Interfaith Council.
	Velia Silva-Garcia Albuquerque, New Mexico	NM NAA State Director, now Southwest Regional Director, National Council of Churches
Region Seven (COL/SD/ND/NB/MT/WY/UT)		
	Paul Carpino Helena, Montana	Director, LIGHT, a low-income grassroots group; former CAP Director; founder, Western Action.
	Tim Gaigo Martin, South Dakota	Editor and Publisher, LAKOTA Times, a Native American paper with circulation on all South Dakota, North Dakota, and Nebraska Reservations as well as other parts of the country.
	Lorraine Garcia Denver, Colorado	Denver American Friends Service Committee.
Region Eight (CA/NV/AZ/HA)		
	John Driggs Phoenix, Arizona	CEO Western Savings; Past Chair, Second Harvest.
	Doris Bloch Los Angeles, Calif.	E.D., Community Food Resources
	Barbara Cross Richmond, Calif.	Director, West County (Contra Costa) Community Mental Health Center.

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USA FOR AFRICA
DOMESTIC TASK FORCE (cont.)

NAME	AFFILIATION
Region Nine (OR/WA/ID/AK)	
Christine Pratt-Marsten Seattle, Washington	National Anti-Hunger Coalition.
Jean Demaster Portland, Oregon	Director, Burnside Projects.
Wanda Michaelson Boise, Idaho	Director, Idaho Hunger Action Council.
National Representatives	
Marge Gates New York, New York	National Director, Girl's Clubs of America.
Ed Block Washington, D.C.	Director, National Assn. of Community Action Agency Directors.
Bob Greenstein Washington, D.C.	Director, Center on Budget and Policy Priorities.
Reverend Bill Howard Trenton, New Jersey	Past President, National Council of Churches; Past President, National Rainbow Coalition.
Billye Avery Atlanta, Georgia	Executive Director, National Black Women's Health Project.
Ron Pollock Washington, D.C.	E.D., Villers Foundation.
Barbara Gothard Miami, Florida	Director, Community Relations for Burger King.
Susan Baker Washington, D.C.	Advocate for homeless.
Lalo Delgado Denver, Colorado	Formerly with the Colorado Migrant Council; poet.
Dr. David Rush New York, N.Y.	MD, Prof. of Pediatrics and OB/GYN at Albert Einstein College of Medicine at Yeshiva University.

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July, 1986

HANDS ACROSS AMERICA/USA FOR AFRICA GENERAL INFORMATION

WHAT IS THE CONNECTION BETWEEN USA FOR AFRICA AND HANDS ACROSS AMERICA?

USA for Africa is a nonprofit organization/foundation established in early 1985 to distribute the revenues from the record "We Are the World" and related merchandise. Ninety percent of the monies from this project have gone to assist African relief efforts as well as long-term development projects. Ten percent of the funds have been disbursed to American service providers involved with hunger and homelessness in the United States. To date, the "We Are the World" project has raised over $45 million.

Hands Across America is the second project of USA for Africa with all of the funds going to combat hunger and homelessness in the United States. An estimated seven million people across the entire nation took part in Hands Across America on May 25, 1986.

CAN I STILL MAKE A DONATION TO HANDS ACROSS AMERICA, AND IF SO, HOW?

Hands Across America will continue to accept contributions for the duration of 1986. People wanting to make a donation can write to Hands Across America, 7707 American Ave., Marshfield, Wisconsin, 54472 or call toll-free 1-800-USA-9000 to make a donation or pledge.

HOW MUCH MONEY HAS BEEN RAISED BY HANDS ACROSS AMERICA?

As of July 7, a total of $41,650,083 in both outstanding pledges and cash has been received. A total of $33,130,946 in cash has already been received while an additional $8,519,137 in pledges has been committed. Donations continue to come in, and Hands Across America still holds to its goal of raising at least $50 million.

WHAT ARE THE EXPENSES OF HANDS ACROSS AMERICA?

The final accounting of expenses is still being tabulated, but the estimates to date are approximately $16-17 million, including both operating expenses and the cost of the response fulfillment system (i.e. telemarketing, T-shirts, etc.).

HANDS ACROSS AMERICA™ • 2049 Century Park East Suite 5040 Los Angeles, CA 90067 (213) 556-1812
To make a pledge and join the line, call **1-800-USA-9000**

HOW WILL FUNDS FROM HANDS ACROSS AMERICA BE SPENT?

All of the money raised by Hands Across America will be used to combat hunger and homelessness in the United States. Sixty percent of the funds are designated for emergency relief and support of existing programs while 40 percent will be allocated to new and innovative programs which seek to find permanent solutions to these problems.

WHEN WILL THE MONEY BE DISTRIBUTED?

Grant funding guidelines and application forms will be available after August 1, and the first distribution of money is expected by mid-fall.

WHO IS ELIGIBLE FOR HANDS ACROSS AMERICA FUNDS AND HOW MAY I APPLY?

A nonprofit organization may request guidelines and an application form by calling (213)277-3248 or writing to USA for Africa, P.O. Box 67630, Los Angeles, California, 90067. Proposals will be reviewed only if they are submitted on the USA for Africa application form.

WHO WILL REVIEW THE PROPOSALS?

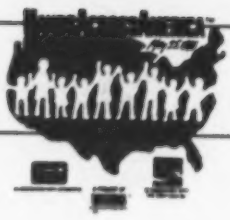
Applications from nonprofit organizations seeking grants will be examined by a consulting review board at USA for Africa. A Domestic Task Force, made up of 37 individuals involved with the issues of hunger and homelessness, will be involved in the reviewing process along with USA for Africa staff members. Final approval of applications will be made by the Board of Directors of USA for Africa.

HOW WERE THE DOMESTIC TASK FORCE MEMBERS SELECTED?

The Domestic Task Force is comprised of 37 people involved with the issues of hunger and homelessness on a day-to-day basis. Ten members of the DTF are national representatives while the remaining 27 represent nine regions across the United States. The selection process included referrals from Hands Across America and USA for Africa staff members as well as input from other leaders involved in the issues of hunger and homelessness.

HOW CAN I GET INVOLVED WITH A LOCAL FOOD BANK, SHELTER OR SOUP KITCHEN?

In nearly every community across the country, there are local service providers that are in need of donations and volunteer support. In the yellow pages of the local telephone book, there should be agencies and organizations listed under the heading of "Human Services Organizations."



NEWS RELEASE

FOR IMMEDIATE RELEASE

June 10, 1986

Contact: Dave Fulton

Hands Across America
(213)556-1812

HANDS ACROSS AMERICA CONTINUES TO GENERATE PUBLIC RESPONSE

LOS ANGELES --- Two weeks after the remarkable public response to Hands Across America on May 25, organizers believe that two of the three major goals have been met with hopes that the third will be achieved later this summer. The following is an update on the status of Hands Across America as of June 9, 1986.

Originally stated, the primary goals of Hands Across America were three-fold: 1) To increase public awareness about the issues of hunger and homelessness in the United States and to create momentum for further action by communities and groups across the country; 2) To raise $50 million to combat hunger and homelessness in America and 3) To form a 4,152 mile human link from the Atlantic to Pacific Oceans.

First, media coverage of the event, and more importantly, of the issues has been extensive. Radio, television and print combined to make Hands Across America and the issues a lead news item, especially in the days immediately preceding and following the May 25 event. For example:

--- One major television network aired a five-part series on hunger and homelessness.

--- A national weekly news magazine featured two pages on Hands Across America and an additional four pages about the issues.

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PUBLIC RESPONSE
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--- Photos, editorials and news stories on the issues of hunger and homelessness have been carried by hundreds of newspapers, both on and off the official HAA route.
--- Thousands of radio stations aired public service announcements and initiated promotions tied to Hands Across America which frequently reminded listeners of the purpose of the event. The simulcast of "We Are The World" and "Hands Across America" on March 28 was one particular moment that the nation was focused on the project and the issues.
--- News coverage of the event by television also featured stories on the hungry and homeless.
--- Front-page headlines such as "Millions Join Hands in Concern for Poor" and "Almost 5 million Americans answer the call of homeless" reinforced the issues behind Hands Across America.

"The primary goal of Hands Across America -- even more important than the money raised -- is continued news coverage of the issues," said Ken Kragen, HAA Project Organizer. "The ongoing media attention will help to remind the American public that these problems will not go away without their involvement. I feel that May 25 only symbolizes the beginning of a new age in domestic activism."

With hopes of raising at least $50 million, Hands Across America has brought in a gross total of $36,444,533 through pledges and contributions as of June 9. To date, $27,824,937 has been actually received in cash with another $8,619,596 outstanding in pledges. Donations are still coming in on the toll-free number 1-800-USA-9000, which will be active through the remainder of 1986. Other revenue is expected through the sales of Hands Across America merchandise, a book about the event to be released later this summer, a television special and a variety of continuing corporate programs.

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PUBLIC RESPONSE

Several million pledge envelopes were distributed to participants on the day of the event, and those contributions are still being received. Organizers are still urging participants from May 25 as well as others willing to help to send contributions to: Hands Across America, 7707 American Avenue, Marshfield, Wisconsin 54472. (A route state breakdown of participants and donations is attached.)

"We expected a last-minute surge of people to take part in Hands Across America, and that is exactly what happened," said Marty Rogol, executive director of USA For Africa. "More than 60% of the people participating on May 25 just showed up, and we encourage everyone that had a positive experience on that day to make a contribution."

As of June 9, direct operating expenses, which were budgeted as high as $14 million, are actually less than $12 million to date. The cost of the response fulfillment system including premium merchandise, telemarketing and mailings are estimated to add another $4-5 million.

"It has been pointed out that all of the money raised by Hands Across America is merely a fraction of what is needed to properly deal with these problems," Kragen notes. "That is true, and an even more important reason for the people of this country to keep the spirit of May 25 and stay involved. It's not too late for people to send in a donation to Hands Across America as our toll-free number is still in operation."

With regard to the human link on May 25, an estimated 5,602,960 people took part on the route between New York and Long Beach with an additional estimated 1.5 million participants in the off-route states.

"Although there were physical gaps in the line, the important point is that we were linked in spirit on the issues of hunger and homelessness," Kragen said.

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PUBLIC RESPONSE
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The true success of Hands Across America is reflected in the spirit and energy expressed by the American people on May 25. There were literally thousands of stories from that day and here are a few examples:

--- The family that flew to Missouri from Saudi Arabia to hold a family reunion on the line.
--- The New Jersey bus driver who saw a gap in the line, stopped his bus, filled it with his passengers and then loaded them back on and drove off.
--- The 30 parapalegics in kayaks who linked across Lake Ray Hubbard in Texas.
--- The equivalent of 20% of the population of the state of New Mexico that took part on the line.
--- The thousands of people who stood in line in the desert areas despite the medical warnings and HAA's attempts to close these areas.

While the number of inspirational dramas from May 25 is endless, many of the post-event results carry the same flavor. One example is from the HAA Phoenix office where Doug, a project volunteer from an area homeless shelter, was featured in a newspaper article. One of Doug's former employers saw his picture, called to offer him a job and a place to stay. Doug is now getting a new start on his life.

Another unique facet that emerged from Hands Across America was the formation of unlikely coalitions in support of the issues. One such partnership is the St. Louis Can Rally which kicked off a year-long commitment on May 11. This group merged companies like Citibank, McDonnell Douglas, Rolling Rock Beer, Schnuks Grocery Store chain and local media to organize a canned food rally and equitable distribution. Schnuks has made a monthly commitment to donate 1,000 cans of food for 18 months and proceeds from other area events will serve to support the program.

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PUBLIC RESPONSE
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"As successful as May 25 was, there is still a great deal left to be done," Kregen says. "The St. Louis Can Rally is a perfect example of how people and organizations can combine their efforts to make a difference in their own community."

Writing from an American Armed Forces base in West Germany, a woman succinctly summarized the significance of Hands Across America in her life. Describing the emotions she felt while preparing a personalized 400-foot Hands Across America banner of handprints later sent to the United States, she wrote:

"With each handprint made, I experienced an irreplaceable feeling I wouldn't trade for the world. The stirred emotion, the sense of belonging, to turn to the outreached hand of a fellow American on foreign soil, to be united for such a worthy cause, left me with a very personal feeling of comfort for hope in the future."

To make a pledge, call toll-free 1-800-USA-9000 or send your contributions to Hands Across America, 7707 American Avenue, Marshfield, Wisconsin 54472.

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HANDS ACROSS AMERICA ROUTE STATE BREAKDOWN

PARTICIPANTS / DONATIONS / PLEDGES

AS OF JUNE 9, 1986

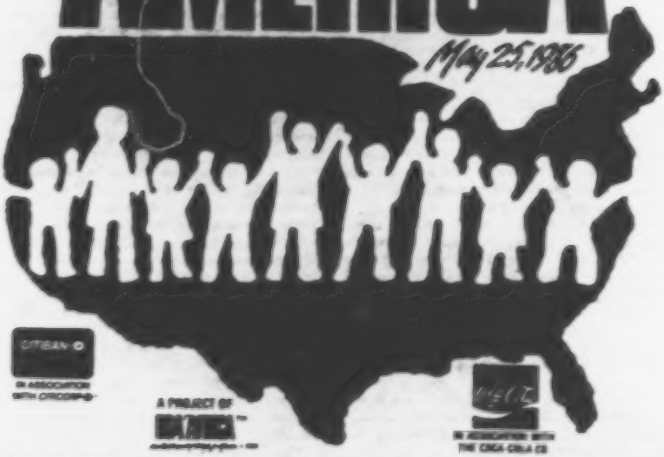
STATE	PARTICIPANTS	DONATIONS	PLEDGES	TOTAL
ARIZONA	280,000	$644,781	$213,472	$858,253
ARKANSAS	350,000	$266,027	$140,162	$406,189
CALIFORNIA	400,000	$3,156,091	$1,645,262	$4,801,353
DELAWARE	68,000	$278,041	$74,851	$352,892
DISTRICT OF COLUMBIA	250,000	$177,366	$45,064	$222,430
ILLINOIS	500,000	$1,356,154	$703,357	$2,059,511
INDIANA	410,000	$490,218	$192,890	$683,108
KENTUCKY	64,000	$109,237	$57,281	$166,518
MARYLAND	180,000	$966,481	$321,385	$1,287,866
MISSOURI	220,000	$629,884	$119,377	$749,261
NEW JERSEY	200,000	$2,170,789	$854,475	$3,025,264
NEW MEXICO	238,000	$344,476	$171,763	$516,239
NEW YORK	250,000	$1,567,958	$886,810	$2,454,368
OHIO	901,960	$1,880,047	$446,425	$2,326,472
PENNSYLVANIA	571,000	$2,034,622	$737,547	$2,772,169
TENNESSEE	180,000	$185,194	$84,573	$269,767
TEXAS	626,000	$917,207	$521,147	$1,438,354
ONLINE TOTAL	5,602,960			
OFFLINE	EST 1,500,000	$2,059,189	$1,403,756	$3,462,945
TOTALS	7,102,960	$19,233,362	$8,619,597	$27,852,959

The profits from the sales of this book will be used to combat hunger and homelessness in the USA

THE OFFICIAL RECORD BOOK

HANDS ACROSS AMERICA™

May 25, 1986



A PROJECT OF USA FOR AFRICA™

IN ASSOCIATION WITH THE COCA-COLA CO.

THE PEOPLE, THE PLACES, THE PICTURES, THE STORY OF THE HISTORIC NATIONWIDE EVENT

A Project of USA for Africa

Introduction

KEN KRAGEN: "HANDS ACROSS AMERICA"

We must become good plowmen. Hope is the prerequisite of plowing. What sort of farmer plows the furrow in the autumn but has no hope for the spring? So, too, we accomplish nothing without hope, without a sure inner hope that a new age is about to dawn. Hope is strength. The energy in the world is equal to the hope in it. And even if only a few people share such hopes, a power is created which nothing can hold down—it inevitably spreads to others.

—Albert Schweitzer

Hands Across America was clearly built on hope—a hope that the seeds we planted in the fall of 1985 would break through the ground, blossom, and bear fruit in the spring of 1986. The harvest certainly wasn't an easy one. This book will give you a glimpse of what went on, but the work involved truly defies adequate description. Nothing like Hands Across America had ever been done before. There were many moments when we could have quit, thrown in the towel, but our hope, our belief in what we were doing, kept us going.

Ultimately, of course, Hands Across America was a smashing success. It planted new seeds of hope in millions of Americans, and delivered a message that the first step toward eliminating hunger and homelessness in this country is for each and every one of us to take responsibility.

Bobby Kennedy said it best back in the sixties: "I thought to myself, *'Somebody should do something about that. Somebody should take some action.'* Then I realized, *'I'm somebody.'"*

The objective of Hands Across America was to implant in each of us the idea that "I'm somebody who *can* take action," and that a power will be created that nothing can hold down.

As I stood in the Hands Across America line in New York's Battery Park on May 25, it was difficult to believe this event, which months before had merely been a dream, was now a reality. When it was over, when millions of Americans had linked together for fifteen minutes of singing and sharing, I could barely take in what had just happened. All I knew was what I could see in front of me and behind me. Behind was the Statue of Liberty, boats full of people cheering and applauding, and a fireboat shooting plumes of red, white, and blue water into the air. In front of me were several hundred people, which was all I could see of the line before it turned a corner and snaked its way through Manhattan and then across the country.

It wasn't until I returned to my hotel room with my wife, Cathy, to watch television coverage of the event, that I began to get a real feel for how enormous Hands Across America had been, and it was another two days before I fully realized that we had done something historic.

The full scope of what happened on May 25 is still sinking in, as I hear more and more about the feelings it created, its effect on people, and the subsequent activities that are being generated. One of my favorite stories from that day concerns the bus driver in New Jersey who was passing by the line when he saw a gap. He stopped his bus and made all of his passengers get off and join the line; but there were still a few empty feet, so he took off his belt and stretched it out to fill the remaining space. I also love the story about the person who was trying unsuccessfully to get through to a directory-assistance operator. Finally, after many delays, a voice came on and said, "Please hang on—we're holding hands."

Hands Across America was also a noteworthy technological achievement. Using computers, television and radio, satellites, "electronic mail," and other state-of-the-art systems—many of which were donated—the project pioneered various communications techniques that will be used in the future for voter registration, political campaigns, fund-raising, direct marketing, and the like.

Most of all, Hands was defined by the people who took part. There were several marriages in the line, as well as baptisms and a bar mitzvah. There were the very young (a four-month-old baby) and the very old (a 103-year-old woman in Arkansas). There were prison inmates in New York State; there were the physically challenged and the physically gifted. There were people whom the event was designed to help, from the home-

less on Skid Row in Los Angeles to Native Americans in the Southwestern desert. There were people of all races, all religions, all political persuasions, all sizes and abilities.

Hands Across America turned out to be a tribute to American ingenuity, a testament to an indomitable national will. In Havre de Grace, Maryland, a bridge over the Susquehanna River was considered unsafe for the line—so boaters, swimmers, and scuba divers connected in the water. The spirit of goodwill and good humor on that day, the overwhelming sense of unity, are something I'll never forget.

I was also very glad to see that people staged their own Hands Across . . . events in places that were not on the official route. I have a friend in California who was driving through the middle of the state on Highway 101, listening to news of what was happening on the radio and bemoaning the fact that she hadn't made the effort to get to Los Angeles and join the line. Lo and behold, right there on the highway, cars began stopping, and people got out and joined hands along the road. She said that there were more than 80 people in this impromptu line, singing along as their car radios blared the three songs—"We Are the World," "America the Beautiful," and the "Hands Across America" theme—played during the event.

There were Hands-related gatherings in virtually every state, and our estimates are that more than a million and a half people participated in these unofficial, off-the-line events. There were lines in Anchorage, Alaska; Kauai, Hawaii; Florida, Puerto Rico, even Guam and Germany.

Frankly, I had been worried that the media might bury us before we even had a chance to succeed. We were constantly asked about the number of people who had signed up, and when we gave them numbers that made it appear as if we would fall short of our goal, they began to report that we were failing. In fact, our own research indicated that as many as 60 percent of the participants would decide to join the line on the actual day. In the end, as national project director Fred Droz put it, "The event matched our predictions—and exceeded our expectations."

Although vast distances (several entire states) were filled with hand-holding Americans, there were of course gaps in the line. But the physical link-up wasn't the most important part. We made the one connection that really counted: the connection with the issues of hunger and homelessness in America. And the line connected in spirit; it made Americans feel good about themselves, and proud of themselves. It's extraordinary that fifteen minutes of standing together, holding hands, and singing could be that emotionally uplifting, but it was.

As we prepared for May 25, I traveled to dozens of cities all across this country. I was very moved by the enthusiasm I saw—people really wanted to make it happen. From Fred Droz and Marty Rogol, USA for Africa's executive director, to the Hands staff—whose job was roughly equivalent to coordinating several presidential campaigns at once—to the thousands of local volunteers, the quality of people involved was extraordinary. So were the efforts of our corporate sponsors, especially principal sponsors Coca-Cola and Citibank, and the scores of celebrities who lent their names and support. I'm proud of everyone who worked on Hands Across America, and my heartfelt thanks go out to them all.

I also want to take this opportunity to remember my late friend Harry Chapin, who was the direct inspiration for Hands Across America and so many other projects to end hunger. I thought of Harry as I stood in the line and wished he was there. Harry would have loved this event. As much as anyone, he would have understood how to mobilize it, how to galvanize people into further action. He also understood the issues; he had the verbal skills and the charisma, as well as the hard practical know-how, to pull it off. Harry Chapin embodied all the best qualities needed to realize our goals.

So Hands Across America was a success. But the truth is that even before the event took place, I felt we were beginning to accomplish a great deal of what we'd set out to do, at least at this stage of the effort. Far more significant than the money we have collected is the idea of making solutions to these problems a national priority again. I saw evidence that this was happening weeks before the event: *Fortune* magazine did a two-part series on hunger in America; an editorial appeared in the national cable television guide; a five-part hunger series ran on the CBS Morning News; and new legislation was introduced in Congress to address these issues. People are talking about and looking at the issue again. I think we're starting to make ending hunger and homelessness a national imperative.

There have also been immediate results from the event itself. On May 26, grocers in Los Angeles donated several truckloads of food to eight local food banks; that food will in turn go to hundreds of charities. The same thing has been happening in St. Louis, Washington, and other cities.

I've seen results on a smaller scale, too. Outside an office in New York where I was doing some interviews, there was a man who obviously lives on the street. He didn't look very healthy—although he wasn't begging—and someone brought him a bag of groceries, while others were stopping to say hello or give him money. These aren't long-term solutions, but at least they

indicate that we aren't simply ignoring these people, or passing them by. It's a start.

I hope Hands Across America will help turn all of society in that direction. It may not be an answer in and of itself, but it can shape a direction. When you drop a pebble into a pond, you can see the ripples spreading outward. To me, Hands is a boulder we've thrown into the water, and I hope there'll be a tidal wave of activity as a result.

Three days after the event, I saw a news story about a boy in Cedar Rapids, Iowa, who had organized his own Hands Across . . . line of a little over a mile, and collected $2,000 for the local food bank. If a child can take that kind of action, then certainly every adult can do something as well.

It's time to let the pendulum swing away from mega-events like Hands and back toward individual and community action. It's time to roll up our sleeves and go to work on the problem. Whether that work entails volunteering to help out at your local shelter or food bank, picking up a phone or a pen and communicating with your elected representative, or writing out a check to Hands Across America, everyone has to take some action.

My feeling is that no one who stood in that line, no one who is reading this book, no one who has even heard about Hands Across America—from the President of the United States to a shopkeeper in Denver, Indiana, to a bus driver in New Jersey or to a telephone operator in Los Angeles—is off the hook now that the event is over. We can't simply point to the government and say, "Hunger in America is your fault." It's everyone's fault. If government solutions are necessary, then it's our fault for not insisting they be found. If there are things we can do as individuals or as corporations, then it's our fault if we don't do them.

It was on another May 25, a quarter of a century ago, that President John F. Kennedy vowed that we would put a man on the moon within ten years. And we did it, in 1969. It occurs to me that if this country could accomplish that remarkable feat in less than a decade, there is absolutely no reason we cannot eliminate hunger and homelessness here in a similar span of time. Hands Across America was the beginning of that effort —and if every one of us stays involved, there is no doubt that we can finish it.

(Balance of document is held in the committee files.)

Mr. PANETTA. Again, I want to thank you for your efforts. People in your business don't have to help. They really don't. And yet, to make use of that identity for purposes of getting the public aware of the issue is an extremely valuable thing for you to do. For that reason I commend you, and commend the others who were part of this event. I think the great responsibility now is to work with you and the others to try to ensure that we can try to get legislation enacted, because there is no question in my mind that for all of the work you do—and it is tremendous work and it certainly helps people—if we can, in fact, enact some of the pieces of legislation that we have before us in this bill, that we will impact literally on millions of Americans in terms of the ability to deal with the problem that we are all concerned about.

Mr. Leland.

Mr. LELAND. Thank you very much, Mr. Chairman. Ms. Collins, let me thank you very much for your taking extraordinary lengths to be here today first and foremost, but also for your continued support in this area. Your leadership is invaluable. I know that you represent many, many others in the entertainment field who have reached superstardom. It is important for us in the Congress to see that there are people like yourself who will sacrifice your time and your energies, and in many instances your moneys, to do what you are doing, because you have an appeal to the American public that we don't necessarily have. Some of us, however, in politics, think that we are superstars or celebrities. We try to use that celebrity status to raise issues and consciousness. But people love you—whether they are Democrats or Republicans, conservative or liberal. You tend to be able to strike very sensitive chords. That has been very, very helpful to us.

I can only say that I hope that you and your colleagues will continue this effort to end this incredible affliction of our society—hunger.

We have not found, yet, the magic solution here in Congress as to how to solve this problem, this omnibus bill that is before us today is but one small measure. I appreciate your admonitions, by the way, for those who are for and against this legislation. To those who would criticize, and yet don't have alternatives or options should not create barriers for those who are striving to end hunger problems here in this country.

Again your presence here today is very helpful, and I hope that you will encourage more of your colleagues to come forward because it means so very very much.

I might add that just last Sunday we had Hands Around Houston where we had about 25,000 people hold hands around the 610 loop, which is considered to be the encirclement of Houston. There was a tremendous downpouring of rain—we had torrential rains. Yet, people were still out there holding hands. It was a beautiful event, and the money raised will go to a local food pantry. We raised over $200,000 and, of course, it was inspired by Hands Across America. I will tell you that I had my little 4½-month-old son out there the other day. I didn't let him get wet, but he was out there with me. He also went to Dallas with me to be in Hands Across America. One of the greatest thrills that I have ever felt was knowing that some day as an adult, or perhaps sooner, he can recognize what he

had done, that he had participated in helping people who couldn't necessarily have helped themselves.

What you have done with the event and your continued efforts, again, are most important to all of us, and we just want to urge you, in the vernacular of the community from whence I have come, to "keep on keeping on."

Ms. COLLINS. Thank you, Mr. Leland. I would like to thank you for your kind words and just say one thing about fame and about participation. Hands Across America was a specific attempt, and it worked, to let people know that each one of us counts, no matter how familiar our face may be—that those pairs of hands who belonged to anyone, everyone, the famous, the infamous, count and make a difference. You make a difference. I make a difference. Every one of us who speaks up on this issue makes a difference. When my beloved father, gone so many years, said to me, "You always give back. We are given so much, we must give back," that's why the country that we live in is so strong and so remarkable, because we do give back. We must give back.

I want to thank you.

Mr. LELAND. I am inspired, too, by your invoking the name of Harry Chapin, who is our mentor.

Ms. COLLINS. Yes, he is. God bless Harry.

Mr. LELAND. Thank you.

Ms. COLLINS. Thank you, God bless.

Mr. LELAND [acting chairman]. I would like to now ask our second panel to come forward. Ms. Toby Felcher, special assistant to the executive director of the Baltimore Commission on Aging and Retirement Education. Ms. Felcher works to provide efficient services to seniors in the Baltimore area, including congregate feeding and home-delivered meals. Ms. Felcher is conversant on the positive effect of nutrition assistance programs in minimizing health care costs for seniors. Ms. Blanche McPherson—Ms. McPherson will accompany Ms. Felcher. She is an 80-year-old participant in Maryland's congregate nutrition program. Thank both of you for coming. Ms. Felcher, you may proceed.

STATEMENT OF TOBY FELCHER, SPECIAL ASSISTANT TO THE EXECUTIVE DIRECTOR, BALTIMORE CITY COMMISSION ON AGING AND RETIREMENT EDUCATION, ACCOMPANIED BY BLANCHE McPHERSON, PROGRAM PARTICIPANT

Ms. FELCHER. Mr. Leland, good morning. My name is Toby Felcher, I am special assistant to the executive director of the Baltimore City Commission on Aging and Retirement Education. I am also second vice president of the National Association of Nutrition and Aging Services Programs, and was director of Baltimore's Congregate Meals Program for more than 8 years.

I am please to be here today to testify before the subcommittees which are looking into one of the more critical issues facing us today: the need to provide decent, adequate nutrition for our growing population of senior citizens to prevent serious health problems that result from undernourishment.

We are presently reaching only a small percentage of the seniors that need our nutrition services, despite the growth nationwide of the congregate meals program.

During the past 5 years, even though there has been a decline in real Federal dollars in terms of Older Americans Act appropriations for nutrition services, the actual number of meals provided has increased 20 percent—from 188 million meals in 1981 to 225 million meals in 1985. Several factors account for this increase: competitive bidding by nutrition projects for meals and equipment, consortium buying of supplies whenever possible, purchasing food from national commodity processing contractors, utilization of bonus dairy commodities, increasing the number of days at nutrition sites, staff reductions whenever possible, and other good management decisions. However, the greatest single factor accounting for increased meals is related to the increase in participant donations.

Nationwide participant donations increased from $71 million in 1981 to $121 million in 1985. This means the seniors, themselves, are paying a great portion of the way. In addressing the problem of hunger among the elderly, the continued role of the USDA cash/commodity program is essential. At present, most nutrition projects have elected to receive cash in lieu of commodities—a choice made years ago and not unrelated to the items made available to nutrition projects by USDA which were not appropriate for the elderly.

However, during the past year my national organization, NANSP, worked directly with USDA officials to maximize the commodity use in our projects by increasing the understanding of USDA programs by our nutrition projects, and vice versa.

Although much can be accomplished through wise policymaking decisions, there is no question that if the problem of hunger is to be seriously addressed, additional funds are definitely necessary.

Now as for the seniors themselves, and the importance of the congregate program, undernutrition, according to the latest evidence, may account for a greater portion of illness among elderly Americans than had been assumed. Medical concern about undernutrition among the aged is rising as the numbers of elderly climb and as surveys reveal how poorly millions of the seniors eat.

Geriatric undernutrition is most common and most severe among the ill, the impoverished, and the isolated. But inadequate nutrition, which can result from the loss of taste, the side effects of drugs, or from depression, as well as from disease and poverty, has been found to be surprisingly prevalent among the affluent as well. Scientists now estimate that anywhere from 15 to 50 percent of Americans, over 65, consume insufficient levels of calories, calcium, iron, the B-complex vitamins, and vitamin C. Diet is implicated in 6 of the 10 leading killer diseases, and since nutrition plays a part in the treatment of four of the most prevalent chronic conditions of the elderly; cardiovascular disease, cancer, hypertension, and diabetes, the importance of the nutrition program for the elderly cannot be overstated.

The elderly are the heaviest users of health services because of a greater prevalence of chronic conditions. In a very recent study conducted by Arthur Anderson & Associates, international C.P.A.'s,

supported by a medical research grant from the Ross Laboratories, the following came to light:

One: Poorly nourished elderly hospital patients had three times the number of major complications as well-nourished patients.

Two: Malnourished patients cost hospitals more per patient than well-nourished patients. If a complication occurred, the charges for hospitalization more than doubled in the cost of malnourished patients.

Three: Malnourished patients with pneumonia or fractured hips, most prevalent among the elderly, stayed 2 days longer, cost the hospital $1,160 more per patient, and had charges $2,480 per patient more than well-nourished patients.

The implications for the increased costs to Medicare and Medicaid, because of hunger, cannot be discounted. Well-fed older people will cost this country fewer dollars in the long run.

A recent study of the meals program conducted by Dr. Mary Bess Kohrs of the University of Illinois, found that the program provided more than 70 percent of the RDA for proteins and vitamins A and C. Regular participants in the congregate program and home-delivered meals program had improved blood levels and vitamins A and C, and none were vitamin A deficient after 3 years in the program. In the nonparticipant control group, 40 percent had low vitamin levels.

Socialization is another important factor of the congregate meal program. Kohrs reports that for some participants, including retired lawyers, judges, and teachers, the program gave them an opportunity to stay in touch with friends.

For the elderly person who lives alone and on a limited budget, getting a well-balanced diet is a problem. Kohrs also reports that those living in poor areas may not have food stores in their neighborhoods, or are fearful to leave to do their shopping because of crime.

Congregate and home-delivered nutrition programs for the elderly are a proven success, and have demonstrated that since 1973. These programs significantly improve the nutritional well-being of those who participate. The programs are well managed, and very well-accepted by the elderly. We do not need better programs, but rather we need financial support for the programs we now have. More funds will help us find the hard to reach elderly and provide them with the food and socialization they deserve and so desperately need.

Thank you.

Mr. LELAND. Thank you, Ms. Felcher. Is Ms. McPherson prepared to make a statement?

Ms. FELCHER. She has no prepared statement but, I understand, is willing to answer any questions that you might have of her.

Mr. LELAND. Very good.

Let me ask you, Ms. Felcher, to please give us a profile of participants in the elderly nutrition program.

Ms. FELCHER. I can speak directly to the State of Maryland, because we have just completed a very interesting survey, a scientifically done survey of our participants. The average age of a participant in Maryland is 76 years of age, whose median income is well below the poverty level, who has several chronic conditions, if my

memory serves me correctly they found out about the program through word of mouth through friends or relatives.

Mr. LELAND. How do you determine that an individual is economically or socially needy?

Ms. FELCHER. That is a wonderful question. In Baltimore, we use census track to determine where our nutrition sites are placed. We have income statistics from the census track, so we believe, and we have found through—well, you know the Older Americans Act there is no means test, so stepping on very—we can't take a means test, nor would we want to. But from the neighborhoods folks live in, from the buildings that they live in, senior highrises, a means test is given for that. So we believe that in Baltimore we are serving 90 pecent of below poverty level people.

Mr. LELAND. Let me ask Ms. McPherson—Ms. McPherson, what would you do if the kind of program that Ms. Felcher has described was not there for you to participate in?

Ms. MCPHERSON. If we weren't being discriminated against, you would find that some of the more senior citizens, as we are, we greatly appreciate anything that is done by you people, and we lack an adequate amount of money to help the elderly people. I am myself over 76, I am 85 years old. I have been in this program now for nearly 11 years. I live alone, I have a small income, that's all—Social Security—and I try to live on that. Of course, I cannot have a lot of things that other people can buy with higher incomes, but I make do. But with the food programs, I think they are splendidly done. But more food can be supplied for more people. A lot of people will not come out because they don't have transportation and they cannot walk to the site, they need transportation to take them and to take them back home. A lot of them look at it that it is charity that they are getting, and they don't want it.

Mr. LELAND. I know in my city of Houston there are a lot of senior citizens who are very proud and don't want to ask for assistance. They are willing to even suffer because they are so proud. How can we convince our senior citizens that this is not necessarily charity, but is rather our community helping folks who can't help themselves? Do you know how we can do that, how we can convince them to participate in programs like this?

Ms. MCPHERSON. Well, you can talk to people, which I have done. I have even stopped people on the street and asked them to participate with us and they say, "No, it's charity."

Mr. LELAND. Have you been able to convince some of those?

Ms. MCPHERSON. I have convinced some of them, yes. And I am still convincing them.

Mr. LELAND. Some people are shut in and cannot necessarily get out to participate in the program.

Ms. MCPHERSON. Then the program could supply people so that they could be brought in and brought back home again—that they will get adequate nutrition from it.

Mr. LELAND. Very good.

Ms. Felcher, we have seen studies indicating particularly low Food Stamp Program participation among the eligible elderly. What do you cite as major barriers to participation for this segment of our population? Can you just give us a scenario on this.

Ms. FELCHER. Of the lack of use of food stamps?

Mr. LELAND. Yes.

Ms. FELCHER. Well, there are several reasons: the stigma of using food stamps by the elderly is No. 1. The population that we serve has had much taken away from them. In many instances pride is the last vestige that they have that they can call their own. The trip to be certified for food stamps to a large bureaucratic office can be humiliating and demoralizing. Questions are asked that, perhaps, aren't asked in the most kind fashion, and privacy is invaded. Use of the food stamps—there is a stigma.

In days gone by at nutrition sites in Baltimore, and I suspect around the Nation, there was a real outreach effort of food stamp workers to come into nutrition sites and very quietly, in a private way, do the paperwork, process the folks to get the food stamps. That is no longer done because of the outreach effort that has been cut out.

I think it is a disgrace that the food stamps are available but the process for the seniors to receive them is outrageous. We, in Baltimore, make a concerted effort to make our participants aware that they can, indeed, use the food stamps as their contribution when they come to the nutrition site. But even though we do this on a regular basis, there is still a hesitancy on the part of the seniors themselves.

I would propose—and I don't know the emphasis of the food stamp process—that there would be a separate and apart intake for a senior citizen that would eliminate much of the redtape, and then I think you would see a change in attitudes. It is not going to be done overnight. But it is criminal that food stamps are not used.

Once the seniors go through the whole process that is set up now, they are eligible for 5 dollars' worth of food stamps. Ms. McPherson and I were discussing that on the train coming over. She had some thoughts about that. You might want to ask her that question, too.

Mr. LELAND. Ms. McPherson, would you like to give us some comments about that?

Ms. MCPHERSON. Well, as far as the food stamps are concerned, I think there is a lot of people that shouldn't be getting them. If you, yourself, went around to the markets and saw the ones that do get the food stamps, they are living really on the high profits of it. You see others behind them with just a few things in their baskets that they can just possibly afford. Some of them sometimes don't have a bill at the counter when they go to pay for it, it is less than $5; whereas others ahead of them are paying $100 for things in food stamps. It is very, very unfair.

I've talked to some of our citizens at the site center, some of them have been reduced to $5 in food stamps. It is being taken away from the poorer people and given to those that really don't need it.

Mr. LELAND. Well, Ms. McPherson, I realize that might be the case in some areas, but we have discovered that this occurrence is rather low in incidence, and that is not necessarily the people who are on food stamps who we should compare in terms of the quantities, but rather to what extent it is that we can expand or extend the Food Stamp Program in order to bring more people in.

There are many, many people who don't receive any benefits for various and sundry reasons, many of those have been discussed earlier today.

Let me ask you, Ms. Felcher, how long is the current waiting list for home-delivered meals in your area? We talked with Ms. McPherson earlier about the problems with people who are shut in and who can't get out to go to different programs.

Ms. FELCHER. I can only address the Baltimore area, right now, because I don't have the other facts right in front of me. Depending on the neighborhood that the person is in and the operations of the kitchens—whether they have sufficient volunteers—in many instances it is almost immediate, but there are other instances where it could be a week to 10 days, and that is too long to be hungry, especially when you are being discharged from a hospital.

Mr. LELAND. Current law requires that Social Security offices provide Supplemental Security Income—SSI—beneficiaries with information on applying for Food Stamp Program benefits. How well is this information service carried out in Baltimore offices?

Ms. FELCHER. Well, I don't have, again, the statistics right before me, but it is my understanding that a very small percentage of elderly who are eligible for SSI in the city are actually receiving it because they don't know. Again, I want to go back to the days when we used to have outreach workers come into the nutrition sites to make them aware of the services that are available. That is no longer happening. The outreach efforts have been cut back or cut out totally.

Mr. LELAND. Ms. McPherson raised an interesting question about food stamp recipients. Let me ask you about seniors who are eligible for nutrition benefits other than food stamps. Should the elderly nutrition program be means tested?

That's a difficult question, I know. It is a loaded question.

Ms. FELCHER. It is a loaded question. It is loaded. I have been in the aging network for more than 14 years now, and early in my career I would have said—and I have said—the minute they start means testing the nutrition program is when I walk away. With all the limited resources that we are facing now I am not saying that there are people who don't deserve the program, but if we are going to get down to only the hungry can walk into this site, then, of course, I would say that should go on. But I have real problems with who is economically at need and who is socially at need. I have seen people with money come into the sites who are spiritually malnourished, and I have great problems with means testing that person to say, "Look, you've got money, so you can't come into this site." Rockefellers could need the socialization that goes on at that nutrition site.

I think I am going to say to you that I don't ever want to see the nutrition project means tested unless dollars are so short that people are actually begging for food. That would be my answer.

Mr. LELAND. Maybe we should get the Rockefellers to participate.

Ms. FELCHER. I think that is a terrific idea.

Mr. LELAND. I should not hone in on the Rockefellers, but all of those people who are rich like the Rockefellers ought to participate in these programs. Maybe then they could understand the need to contribute even more money.

Ms. FELCHER. Amen to that.

Mr. LELAND. Let's talk about increased demand for nutrition services and the effect of DRG implementation. What changes in demand are you seeing as a result of Medicare's cost-cutting efforts?

Ms. FELCHER. Across the Nation, home delivered, first, and then congregate programs, are feeling the effects of people being discharged from hospitals quicker and sicker. It has, in some areas, reached crisis proportions. Home deliver programs are being taxed to the hilt. We have been static funded for the last 3 years or longer, so that we are seeing more and more people coming into the nutrition programs, whether it is home delivered or congregate.

What we have found in Baltimore is that, though we don't have DRG's, we have a waiver. We still have a cost containment program in Baltimore. People are discharged from the hospital and go right on to the home delivery component, and then 3 or 4 days—because they are still not well enough to cook for themselves, well enough to leave the house but not well enough to shop—are finding their ways to the nutrition program.

We have opened, in Baltimore, in the last 6 months six new nutrition sites, plus we have expanded our breakfast program by one-third in the last year. All, again, with static funding. What has happened in Baltimore is that where I once had a staff of 125 people, we are now down to 30 people running a much larger program, and that is how we are doing it in Baltimore.

Mr. LELAND. In our discussions about the Rockefellers——

Ms. FELCHER. Sorry I did that to you.

Mr. LELAND. No, that's OK. I think it is a point well made.

There are people who can afford to contribute to programs like those in which you are involved. In your experience do you find this pressure to contribute tends to discourage people from attending the meal site?

Ms. FELCHER. That is one of my great concerns. When I read to you the statistics of how much more participants are contributing, my concern is that the very folks that we need to reach are the folks we turn off when we keep saying give more, give more, give more. It is well documented in Baltimore, and I believe across the Nation, that the minute you start arm-twisting for more money is the very minute attendance drops. I can tell you a story of a person who called me personally that lived in a senior highrise. She was in tears. When I asked her what was wrong she responded, "It's the end of the month, I don't have any money, I need the program, but I am being pressured into putting something into the envelope. Can't I give something when I get my check?"

That is one person who had enough courage to call me and say that that was going on. I really get very anxious when I hear the directives coming from AOA saying, "give more, get your participants to give more." At the same time their Medicare expenses are rising, their medical expenses are rising, their prescriptions are rising, their rent is rising, their bills are rising. The seniors that participate in our programs are anxious to give something. They don't want a free lunch, but there comes a point when they just don't have it. Should they be denied to eat? Their pride is the greatest thing that they have. When we open up those contribution

envelopes sometimes we will find religious metals, we will find bus tokens, we found buttons. They want to give if they have it. They want to give.

Mr. LELAND. Let's talk about transportation a little bit. How do transportation and other supportive services fit into planning for food services for our senior citizens?

Ms. FELCHER. Well, to get many of the seniors to the sites we need to have transportation, eloquently described by Ms. McPherson.

In Baltimore I have 75 nutrition sites. I have 14 of the sites who receive limited transportation. That says something right there. We are losing a lot of people because we can't get the transportation.

Social Service supportive services are to be found at nutrition sites, so all kinds of information could be gleaned and could be gathered if folks could get to those nutrition sites. We do health screenings there, we do information referral, we will help people fill out food stamp requests, we will help folks fill out requests for bus passes to ride the MTA in Baltimore. But if they can't get there, they can't know what is available to them.

Mr. LELAND. How is your project funded?

Ms. FELCHER. Our money comes from AOA, to the State Office on Aging, to the Balitmore City Commission on Aging, and just recently, this year the Maryland State Legislature, I am proud to say, for the first time, found $400,000 to distribute statewide. That was really—since I have been in the program for so long I felt that was a real coup. Our message is being heard—limited, but it is being heard.

Mr. LELAND. To what extent do you think private efforts like the event that was just recently held, Hands Across America, have really heightened the interest of people to come forth and try to lean on State legislatures, local city councils, county commissioners, and even the Federal Government, to support efforts like those in which you are involved?

Ms. FELCHER. Any publicity is helpful as long as the word gets out that there are folks that are hungry, and who need the services, it goes a long way. I don't know that elderly nutrition is going to see any of that money, but just making the public aware that there are hungry people out there, through no fault of their own—I think that goes a long way.

Mr. LELAND. Do you participate in the Federal Commodity Food Processing Programs at all?

Ms. FELCHER. In Baltimore we cash out. Most of the projects across the country cash out rather than receiving commodities for the programs. Now, elderly nutrition can get the commodity cheese and butter and that kind of thing. But most recently the guidelines for receiving those bonus products have been so stringent—and I believe in many respects very demeaning for a senior to have to come in and say, "Well, I am very poor. Please give me food," or wait in line for hours to receive 5 pounds of cheese. We are not really involved with that at the nutrition sites because we really respect the dignity of the seniors that we serve. There are other places in Baltimore that are doing it, and the highrises are doing it. But to ask a senior how much money they make a month and

prove it does something to me, and I just—dignity is my guideline in what I do.

Mr. LELAND. You should be commended for using that as your guideline. I appreciate that.

One last question. In drafting the Hunger Relief Act, we were particularly interested in recommended program improvements which would help extend independent living opportunities for seniors. Based on your experience with seniors in nutrition programs, how can we best achieve this goal?

Ms. FELCHER. We are in desperate need of funds to do outreach into the community. We did that in the early days and were very successful. We believe that we are losing folks falling between the cracks because they are not aware of our program. We need funds to go door to door, to go back to the community and say we are here, we are available, we would like to open new sites in your community. It takes money to do that. Right now almost all of our dollars are going just to buy meals. Staff across the Nation is at minimal levels. We need to go back and start again like we did in 1973.

Mr. LELAND. Very good. Ms. Felcher, you have been very gracious. We thank you very much.

Ms. McPherson, thank you very much. It is very important for people like yourself who are involved in programs like this to come foward and give us your insight.

We really appreciate your being here.

Thank you very much.

Ms. FELCHER. It has been my pleasure. Thank you.

Ms. MCPHERSON. Thank you.

Mr. LELAND. The Chair is going to take the prerogative of recessing the hearing until 1:30. I apologize for the imposition on those witnesses and the auditors of this committee hearing for the break.

Thank you very much.

[Recess taken.]

AFTERNOON SESSION

Mr. OWENS [acting chairman]. The hearing on the Hunger Relief Act of 1986, H.R. 4990, will hereby reconvene.

This panel is the third panel of the hearing.

There has been increasing interest in and concern about the problem of hunger in America.

Frequently, in the newspaper and on television there are stories which describe some aspect of the problem of hunger.

That, however, does not mean that everyone understands the dimensions of the problem, the toll it takes, or what we might be doing to prevent the problem.

Here in the Congress we have several subcommittees, as well as a Select Committee on Hunger, which focuses on hunger in various settings.

Here on the Committee on Education and Labor we emphasize nutrition for children and for poor pregnant women.

We try to establish the best national policy possible, which will ensure that the children of our Nation receive nutritious food before birth as well as after birth.

Evidence abounds in terms of the tremendous benefits of proper and adequate nutrition. There is certainly a relationship between proper and adequate nutrition and a child's achievement and motivation in school.

I cannot see why it is difficult for anyone to understand that if a child is hungry, ill-nourished and sick, there is not much motivation to do anything—let alone sit in a classroom and strive for educational excellence.

Today we have some expert witnesses who actually manage and operate these programs on a daily basis, and who will share with us a firsthand knowledge of their concerns for these programs, and the benefits according to their experiences.

We also have with us today a person who has actually been a recipient, at one point in her life, of one of the programs, and will share the difference that this program has made in her life.

On behalf of Chairman Hawkins and the other members of the Subcommittee on Elementary, Secondary, and Vocational Education, I am pleased that all of you took the time from your extremely busy schedules to come and share with us the varying experiences of these nutrition programs.

The panel that we will hear from at this time consists of Ms. Shirley Watkins, the director of food services, Memphis City Public Schools, Memphis, TN; Mr. Richard Blount, the State director of the Missouri Special Supplemental Food Program for Women, Infants, and Children—more popularly known as the WIC Program; he will be accompanied by Ms. Brenda Lucas, a WIC parent from Baltimore, MD. We also have Mrs. Linda Locke, nutrition director, the Community Coordinated Child Care Program, 4C, of Louisville, KY.

I understand that two of the witnesses on the panel have to leave immediately after their testimony, they have planes to catch. Therefore, we are not going to have you appear in the order that I just introduced you, but we will hear from, instead, Ms. Shirley Watkins first, Mrs. Locke second, Mr. Blount third, and Ms. Lucas fourth.

So, Ms. Watkins, you may proceed.

STATEMENT OF SHIRLEY R. WATKINS, DIRECTOR, FOOD AND NUTRITION SERVICES, MEMPHIS CITY SCHOOLS

Ms. WATKINS. Thank you, Mr. Chairman.

My name is Shirley Watkins, and I am director of food and nutrition services for Memphis city schools.

Thank you for the opportunity to share with you the importance of the Breakfast Program for the Nation's schoolchildren.

I serve 16,000 breakfasts daily, and 99 percent of whom qualify for free meals.

The value of the School Breakfast Program cannot be emphasized enough. Since its inception in 1966, the School Breakfast Program has grown to serve an average of over 3 million children each day.

The value of that program is that it provides a meal to those students who do not eat breakfast at home for various and sundry reasons, and one includes the lack of family financial resources.

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A student who has eaten breakfast is more alert, less fatigued, and is thought to have a better chance of doing well in school.

Also, there are fewer discipline problems among some students who start the day with a good breakfast.

These statements are very significant according to the U.S. Department of Agriculture in its Menu Planning Guide, and they are supported by our own administrators in my school district and teachers who were surveyed.

Comprehensive scientific research and various literature on the relationship of malnutrition and hunger support USDA's statement.

Further evidence indicates that school breakfast does improve school performance, attentiveness, attendance, and total work output of children.

Those children participating in the Breakfast Program are felt to consume a higher percentage of the recommended dietary intake of certain nutrients.

Significant as these evidences are, unfortunately, there are schools that do not offer the Breakfast Program. Some of those reasons are because of limited school financial resources. There are over 23 million children a day participating in the School Lunch Program, yet only 3 million participating in the Breakfast Program.

USDA's study provided in the National Evaluation of School Nutrition Programs shows that reimbursement is not sufficient for a quality breakfast program.

The House of Representatives on more than one occasion has proposed an increase in the funding level for the Breakfast Program.

H.R. 4990, the Hunger Relief Act of 1986, provision to increase funding for the Breakfast Program is 5 cents, and to schools that meet the severe need criteria like ours, would be an increase of 10 cents—and that certainly is much more significant than the 3 cents that is proposed in H.R. 7, that is currently bogged down in conference.

The current low percentage of children participating in the Breakfast Program must pose a vital concern for all of us.

The major weakness of the Child Nutrition Program, nutritionally speaking, is the inferior quality that we have to provide for breakfast. The children in Memphis are served a protein item only twice a week. That is disturbing. That is because of the current provisions in our funding level.

The provisions that we have today in the Hunger Relief Act of 1986 address that inadequacy, and you are to be commended for that.

USDA's National Evaluation of School Nutrition Programs indicated that the nutritional quality of breakfast is not adequate, and that can only be solved with increased support.

The proposed funding for severe need would allow me to provide a nutritionally adequate meal, offering meat or a meat alternate daily. This would also allow USDA to rewrite the regulations to upgrade the Breakfast Program, and the nutritional adequacy of that meal.

Congress did consider a mandated breakfast program in recent years but chose rather to offer some provisions that would only entice schools to join.

States like my own followed in that path.

Clearly, a 10-cent increase would make the breakfast program much more attractive. While Congress chose not to mandate a breakfast program in the 1970's, it followed the attitude at that time of most people who felt that breakfast at school intruded on the family's responsibility.

Times have changed. We need to reassess our position.

We are well into the 1980's and there is an increase of children below the poverty level. There is an increase in the single-family households. There is an increase of children being reared by working mothers.

Billions of dollars today, and a major initiative on excellence in our schools has received prime focus. I submit to you that excellence will go down the tubes if there are hungry children in our schools.

Times have changed, as I said earlier, and we do need to reevaluate.

The Breakfast Program with inadequate funding can only be compared to the funding status of the Lunch Program for free and reduced price meals in the 1960's when schools like ours chose not to provide meals to needy children, because of the limited financial resources.

When those reimbursement rates were increased and funding adequate, thanks to you and others like yourself, Congressman, schools like Memphis joined the National School Lunch Program.

Today, if the funding level were increased for the Breakfast Program, more schools would have adequate funding and would make the Breakfast Program available.

While we provide a breakfast within the means of the current funding level, and in compliance with the USDA's meal requirements, the absence of the meat or a meat alternate component is very significant.

Particularly important is the need for protein and other nutrients for our students who are termed the nutritionally needy, and receive their only meals at school. We have many such children in our system.

Principals and teachers in our system when surveyed on the importance of the Breakfast Program, favored the program. They felt there have been some improvements in the students' academic progress, a decrease in tardiness and fewer discipline problems.

A lack of breakfast has been associated with the adverse affects on emotional behavior, reading and arithmetic ability and physical work output.

In closing, Mr. Chairman, I would like to commend you and all of the subcommittees for providing the consistent and bipartisan leadership in the area of child nutrition.

The future depends on the degree to which today's young people develop into well-educated, clear-thinking adults.

Help us, please, help the children, who are our future, start a better day.

I know that your commitment will continue.

Thank you very much.

I would be happy to answer any questions that you may have.

Mr. OWENS. Thank you very much, Ms. Watkins.

In view of the fact that you do have a plane to catch, instead of following the usual procedure and waiting for the entire panel before we pose questions, we will pose a few questions to you at this point.

Based on your experiences, do you have any hard data, any statistics, which show the correlation between the Breakfast Program and the performance of youngsters—the academic performance of youngsters—you said several times that it is associated with, and you made a few general statements—is there any hard data that the Memphis city schools have accumulated?

Ms. WATKINS. Yes, we have taken several surveys to determine the relationship to children who have been deprived of meals prior to coming to school, in a breakfast survey, and the data presented by the teachers and the administrators clearly pointed out the need for the Breakfast Program.

It clearly pointed out that those children who had participated in the Breakfast Program were able to achieve in school as a result of it.

Mr. OWENS. My second and final question is, beyond what we are attempting to do in this bill by increasing the amount of money available, are there any other things that Congress can do working with programs like yours. In other words, are you a lone voice, do administrators and teachers sometimes, sort of, drag their feet on the Breakfast Program?

In New York, the experience was that we did not have, when the program first began, much support from the principals and teachers, in many cases, and that was one of the problems—there were no strong advocates for the Breakfast Program within the system itself.

What is your experience in the Memphis schools?

Ms. WATKINS. Our experience has been similar to yours, I guess, as we started the Breakfast Program in the early years. But as we have worked with our administrators and teachers in pointing out the significance of the breakfast program, we are seeing more and more support.

Certainly, the Congress can do more in helping schools across this Nation—broaden the support with administrators and teachers alike.

I think you are going to find that the feelings about the breakfast program are changing. I think you are going to find that people are more supportive, they do realize that children are hungry, they are coming to school without that start.

Mr. OWENS. Thank you very much for your testimony, again, Ms. Watkins.

I am glad to hear that the children of Memphis, TN, are in good hands, because I am a native of Memphis, TN. My brother teaches in the public schools there, and I have a lot of relatives there. I am glad to hear that you are taking good care of them.

Ms. WATKINS. Thank you very much.

Mr. OWENS. Thank you.

Mr. Panetta.

Mr. PANETTA. Ms. Watkins, thank you very much for coming and testifying. We appreciate it.

The problem we always run into is that every time we discuss legislation like this, people ask about cost, but do not look at the other side of it.

At some point, we are going to have to put a number as to what the cost-effectiveness is of something like the Breakfast Program.

In the WIC Program, we have had studies that have established that for every $1 that goes into the WIC Program, we save $3 in health care costs.

At some point we are going to have to—and I know it is always difficult—but at some point we are going to have to establish for every $1 we spend on the School Breakfast Program, what, in fact, that does save us in terms of handicapped education, compensatory education. It is a little difficult to quantify, I know, but for our purposes it is almost essential, because we are in a dollars and cents period around here. We almost have to quantify that in some way.

I think you are right. I think the evidence generally establishes that kids who are better fed in the morning learn better. But somehow we are going to have to do studies to quantify that in a meaningful way so we can respond to the arguments that all we are doing is spending money without really getting money in return, and saving in the long run.

So that is a real focus. That is just something, I think, ultimately, we are going to have to really pin down.

I thank you for the work you are doing, and thank you for testifying.

Ms. WATKINS. Thank you very much, Mr. Panetta.

Mr. OWENS. The next witness, who also has a plane to catch, is Mrs. Linda Locke.

STATEMENT OF LINDA LOCKE, NUTRITION DIRECTOR, COMMUNITY COORDINATED CHILD CARE OF LOUISVILLE AND JEFFERSON COUNTY, KY, AND CHAIRMAN, NATIONAL CHILD CARE FOOD PROGRAM SPONSORS FORUM

Mrs. LOCKE. Thank you.

I am Linda Locke, nutrition director of Community Coordinated Child Care of Louisville, KY.

I appreciate the opportunity today to testify and to share with you our experiences in the Child Care Food Program.

I am also appearing today as the chairman of the National Child Care Food Program Sponsors Forum. This is an organization which represents the sponsoring organizations of family day care homes in this program across the United States.

I would first like to thank the subcommittees for this particular piece of legislation. We want to commend you for looking at ways to restore some of the cuts that we received in 1981, and commend you for taking this particular step, with H.R. 4990.

I would like to comment just a moment—the organization that I work with is a United Way organization. We receive funding from many different sources—such as JTPA, community development and private moneys. So, our particular focus is not just one pro-

gram. We do coordinate many different programs for young children in our community.

We currently serve as a sponsoring organization in the Child Care Food Program. We serve currently 53 child-care centers and 49 family day-care homes, serving meals to 4,000 children every month.

The Child Care Food Program, I would like to emphasize, is the only Federal nutrition program which establishes standards for meals served to children, and child care.

They also set standards for children in Head Start programs, child-care centers and family day-care homes.

For clarification, family day-care homes are in-home child care operated by one person, usually for six children, or less. We are talking about residential child-care arrangements that care for nearly 6 million children every day across the country. So when we talk about how many children this program reaches, the family day-care portion is very significant.

There are two provisions in this particular bill which will significantly impact the Child Care Food Program.

The first I would like to address is the additional meal, or supplement.

This would add back one of two meal services cut in 1981. What happens now, is that the majority of the child-care sites we work with would again serve a morning snack.

Most of the children arrive between 6 o'clock and 7:30 each morning. It has been a hardship on these children to have no morning snack available. Currently, children who arrive early may wait up to 2 hours before eating breakfast, and another 3 hours before eating lunch.

I would like to read a letter from the director of California Family Development Center, which is a child-care center located in a housing project in Louisville. The director writes:

> We are presently serving 62 children daily, who are primarily from low-income, single-parent families. The majority of our children have been classified as neglected or abused. Because their home life is not conducive to the needs of children, the Child Care Food Program is vital to their welfare. Far too often, the meals provided at the center are the only ones the children receive. The addition of a fourth meal daily would be extremely beneficial. It would enable us to provide a midmorning snack. Our current scheduling of meals, with breakfast served at 7 a.m. and lunch at noon, causes a long wait, particularly for young children. A midmorning snack would alleviate this wait, and enable children to better focus on the educational program activities. Learning cannot take place if children are hungry.

What I have done today, because I have not been able to bring the people with me whose comments are included in the testimony—I did take pictures of the centers and the homes. I have those with me, and with your permission, would like to have them included in the record.

Mr. OWENS. Without objection.

[The photographs are held in the committee files.]

Mrs. LOCKE. Thank you.

I would like to read a comment from a family day-care home operator.

She also writes:

> The children I care for are all from low-income families, and these meals really help the child to get most of his daily needs. I often ask the children what they had

for dinner, and they would respond "Kool-aid, potato chips, cupcakes, hot dogs, bread." This is the best that some of my parents can do.

Many homes are open late to accommodate parents who work evening shifts, overtime, double shifts and odd hours. Children of these parents usually stay in child care longer hours and may be present, many times, for breakfast, lunch, and supper.

The director of a child development center in Ashland, KY, which is in the eastern part of our State, in the mountains, writes:

Many of our parents travel a long distance through the mountains to their work. The child may be at day-care a total of 11 hours or more. An additional supper meal service would spare the child from going hungry until he or she arrives home.

The second provision in this bill that would significantly impact children in child care, is the 5-cent increase in the breakfast reimbursement.

For the record, I would like to note that the meal requirements in the Child Care Food Program are the same as in the School Lunch Program. So Ms. Watkins' testimony, in terms of the inadequacy of the reimbursement, goes doubly for the centers and homes in the Child Care Food Program.

I would like to call your attention to a 1983 USDA study of the Child Care Food Program.

Their study documented that the reimbursement we receive, on the average, only covers 36 percent of the food service costs in child-care centers and 35 percent of the food service costs in family day care.

The report also noted:

Food service costs in family day-care are considerably higher than that of center-based care. The reimbursement rates for family day-care are intended to be sufficient to cover costs, but the rates for food service costs in family day-care are not sufficient to cover both food and labor as specified in the legislation.

Another family day-care operator wrote:

I have kept children for years. Now it is my only income since my husband passed away. I used to feed the children potato chips and sandwiches until I went on the Food Program. Now I serve a full, hot meal. I have one or two children that the meals I serve are their only good meal, since their parents cannot supply the foods they need. Without the Food Program I could not serve a full meal—I could not afford it.

I have included in my written comments, comments from other providers of childcare.

The breakfast rate increase would assist us as child-care providers as we try to meet costs and work to expand the varieties of food served to children. It would certainly—I do not even want to say "nice"—but it would be great to be able to serve protein at breakfast. Right now, the breakfast requirements are a grain product, milk, and a fruit or fruit juice.

I would like to briefly address an area of concern not addressed in this particular bill.

This is the issue of bonus commodities. As USDA regs now state, the Child Care Food Program participants may only receive the bonus dairy commodities. This is because we receive the 12-cent cash-in-lieu-of at lunch.

We understand that in the USDA commodities system, regular commodities that are stockpiled are then declared to be bonus. But these are not available to the Child Care Food Program. It seems

that USDA would be saving warehousing costs and the stockpiled commodities would be efficiently utilized if they could be made available to Child Care Food Program participants.

We would certainly like to see that happen. The bonus dairy commodities are nice, but it would certainly help us in terms of meeting the costs of the program, if we could access bonus commodities.

In summary, we commend these committees for their support of child nutrition programs, and for looking at ways to remedy some of the shortages wrought in 1981.

Your continuing commitment to these programs is recognized and appreciated.

I appreciate, and thank you, for allowing me the time today to present my testimony.

[The prepared statement of Mrs. Locke appears at the conclusion of the hearing.]

Mr. OWENS. I cannot say that I have any questions.

Your message is abundantly clear, partially because I once had, under my jurisdiction, a family day-care program in the city of New York—a quite large program.

In preparation for today's hearings I called a few of those people in that program and asked a few questions.

The story you tell is the same all over, evidently.

They also point out the fact that there seems to be a kind of a hostile administration of the program—a hostility toward the recipients—which results in such things as delays in reimbursements of 2 to 6 months.

Do you have the same problem of delays in receiving the money?

Inadequate as the funds are, this bill is seeking to correct some of that—we are trying to get back to where we were in 1981—it is a scandal and a shame that the Nation ever put the programs through this.

We are at the point where we are—after having once recognized the humane necessity of having the snacks and the decent meals—we took them away. And this bill is trying to restore that.

In the administration of the program, do you encounter a kind of hostility and lack of concern?

Mrs. LOCKE. I appreciate your asking that, and I commend you for calling your family day-care providers to find additional information beyond that being presented today.

Two points I would like to make in that.

One is that in prior times we had an advanced system of payments which would allow the family day-care and child-care providers to receive money at the beginning of the month, and then qualify it at the end of the month.

It was a very complicated system, but some regulations have taken place that have—on the part of many providers across the country, many sponsoring organizations—we are no longer able to give advanced payments, like we were at one point in time.

The second thing, in terms of the hostile administration, I would like to point out that USDA has recently commissioned an additional study of the Child Care Food Program, particularly a family day care.

In this particular study, they are wanting to document things beyond the quality of the program. They are going to be interviewing, and so forth.

But there are no questions within the survey that comment on the quality of the program, or compares the program to those who are participating and those who are not participating.

So we are real concerned, and want to see the results of the study at the point in time that it is completed.

Mr. OWENS. Thank you very much.

Mr. Panetta.

Mr. PANETTA. Would you—on the bonus program—right now you are not entitled to go back on the bonus program.

Is that the problem?

Mrs. LOCKE. Let me see if I can qualify that a little bit.

We receive cash in lieu of commodities.

Mr. PANETTA. Right.

Mrs. LOCKE. This is 0.1175 cents for each lunch that we serve. Now, we understand that we are not able to receive the regular entitlement commodities because of that, but at some point in time when there is an oversupply of one particular commodity, then it is declared bonus. Those are still not available to child-care feeding programs, and it is only those dairy commodities which we are able to access.

We feel that if there is, in fact, a surplus of a commodity, it would certainly help us to be able to access them for child care.

Mr. PANETTA. OK.

Has anyone ever asked the administrators of the program whether they might have the flexibility to allow that to take place?

Mrs. LOCKE. We have reiterated that at several points in time, and it does not seem to be something for discussion.

Mr. PANETTA. OK.

Thank you very much.

Mrs. LOCKE. Thank you.

Mr. OWENS. The next witness is Mr. Richard Blount.

STATEMENT OF C. RICHARD BLOUNT, DIRECTOR, MISSOURI STATE WOMEN, INFANTS, AND CHILDREN PROGRAM [WIC], AND FORMER PRESIDENT, NATIONAL ASSOCIATION OF WIC DIRECTORS

Mr. BLOUNT. Mr. Chairman and Representatives, my name is C. Richard Blount. I have been the director of the Missouri State WIC Program since 1976, and in March of this year I completed a 2-year term as the first president of the National Association of WIC Directors.

I consider it a real privilege to be here to represent our feelings of what the Hunger Relief Act of 1986 will mean to the millions of women, infants, and children who receive benefits through the WIC Program.

Indeed, I think it is a very timely hearing, following the great national demonstration, Hands Across America, in which we as a people showed our concern for those who are hungry and malnourished.

Mr. Panetta, I agree with you very much that we are a compassionate people, and that we should care for our fellow human beings.

Sadly, I also agree that the fine nutritional system programs that we have already operating under the Federal system have been stretched beyond their capacity to meet the need.

And I certainly concur that this is the time when we need to strengthen, with action, to follow up the promises that we have made to our symbol of that which we want to do.

Due to the brevity of time, I will limit myself to just three basic concepts related to WIC and the Hunger Relief Act of 1986.

First, today there is a great unmet need among the WIC population in our country.

Second, the WIC Program has documented proof of its success in meeting some of the primary needs of malnourished women, infants, and children.

And third, a competent management system is already in place to assure maximum effectiveness of each new dollar appropriated for program expansion.

May I just briefly elaborate on each of these concepts.

First, today there is a great unmet need among the WIC population in our country. The USDA-FNS estimates that based on the 1980 census, there is 8.4 million child-bearing-age women, infants, and children who live in households whose income is 185 percent of poverty, or less.

Based on the 1983 data, they estimate that the number has increased to 10 million—a 19-percent increase—1.6 million more people than there were at the time of the census.

Potentially, there are today at least 10 million people—women, infants, and children who would be eligible for the benefits of the WIC Program.

We are serving somewhere between 3.3 million and 3.5 million—less than one out of three who we identify as being in need.

USDA's estimate of the need in the State of Missouri, which I service, is approximately 170,000.

Currently, we are serving an average of only 58,000 monthly.

In April 1984, our program had reached a high of approximately 65,000, which exceeded our grant allocation at that time.

In order to stay within our grant, we had to limit the services. So, in May 1984, we cut out of the program all of the postpartum women under priority VI, except those who were 17 years of age, or younger, at the time of conception. Postpartum women who are breast-feeding, of course, are served under a different priority.

In spite of that cut, the demand for services continued to grow to the extent that we had to make further cuts.

So, we took out of the program, under priority V, all of the 3 and 4 year olds due to inadequate diet, effective August 1984.

Even greater cuts would become necessary, and in October 1985, at the beginning of the current fiscal year, we cut from the program all of the 2-year-old children, who normally would be certified under priority V.

Thus, due to limited funding we have continuously been drawing more tightly the limits of participation, rather than expanding to serve the growing need.

Program expansion, not contraction, should be our national goal. Many responsible groups have been, and are, advocating program expansion.

The Southern Governors' Association's regional task force on infant mortality in their November 1985 report, entitled "For the Children of Tomorrow," recommended that Federal funding be increased.

They stated that, "reaching at least 50 percent of all eligible women and children should be a goal for expanding the program."

For 3 years, at the turn of the decade, I was a member of the National Advisory Council on Maternal, Infant and Fetal Nutrition, reporting to the Congress. In our 1980 biennial report, we, too, called for program expansion to serve a minimum of 50 percent of those eligible. The council report again in 1982 called for achieving the same goal—a 50-percent participation by fiscal year 1985.

We must not delay such expansion any longer, in the light of growing need. I believe that the Hunger Relief Act of 1986 recognizes that and addresses the issue of providing more adequate funding for this great need.

The National Research Council, Institute of Medicine's Committee to Study the Prevention of Low Birthweight in this country, in its report in 1985 "Preventing Low Birthweight," recognized that "WIC should be a part of a comprehensive strategy to reduce the incidence of low birthweight among high-risk women."

Without an effective strategy of expansion to address the critical issue of low birthweight and infant mortality, we will lose the ground that we have already gained.

Our infant mortality rate is still the 16th highest among the industrial nations. Between 1982 and 1983 the postneonatal mortality rate increased 3 percent, which was the largest increase in 18 years.

As compassionate people, we cannot dismiss the evidence that there is a great unmet need among the WIC population of our country.

Second, the WIC Program has documented proof of its success in meeting some of the primary needs of malnourished women, infants, and children.

Earlier this year, as we all know, the national WIC evaluation was released after a 5-year study. Dr. David Rush reported that the reduction if fetal death was statistically significant—which may be, he suggested, the first reasonably secure demonstration of reduction in mortality following a program of feeding during pregnancy.

WIC participation had significant effects on the length of pregnancy and birthweight.

The study also demonstrated large and highly significant effects of the WIC Program on earlier participation in prenatal care programs and the likelihood of an adequate number of visits for prenatal care.

Previously, I had commissioned two studies in the State of Missouri.

The first was a study of the 1980 prenatal women in WIC matched with the outcome of their pregnancy.

The second was of the 1982 prenatals—being a Missourian, I wanted to see if I could be shown again—and it was done to see if the latter findings confirmed the first.

The first study was recognized by the GAO as one of the six best WIC studies in the country, and I very much appreciated that Dr. Rush wrote me a letter saying that of all the 41 he reviewed, it was the best to date.

Both studies complement each other, as well as the national study.

WIC participants do have significantly longer lengths of pregnancy.

Mean birthweight increased with increased length of participation; a participation of at least 6 months was needed for positive results.

The incidence of low birthweight are reduced by WIC participation. Further, the results are most favorable for those who are at greater risk, as well as being cost effective, as Mr. Panetta has already indicated, showing a cost/benefit ratio of 1:1.42.

The reduction of the incidence of low birthweight is most significant when you recognize that two-thirds to three-fourths of all the deaths in the neonatal period, the first 28 days after birth, are a function of low birthweight.

Dr. Rush states that for every 150 gram change in the birthweight of an otherwise low birthweight infant, the rate of infant survival doubles.

Dr. David Paige of John Hopkins University, a noted authority in the field, previously has testified that "WIC is now the single most effective intervention strategy to combat low birthweight."

As a compassionate people, we cannot dismiss the evidence that WIC has demonstrated and documented proof of its success in meeting some of the primary needs of women, infants, and children.

Finally, third, and last, a competent management system is already in place to assure maximum effectiveness of each new dollar appropriated for program expansion.

To meet today's needs will not require the creation of a new program, but the strengthening of an existing program.

As State agency WIC directors, my colleagues and I are committed to continue our efforts to develop the best managed WIC Program possible.

During the past year, the National Association of WIC directors and USDA-FNS have developed what we both believe is one of the truly unique management partnerships in government. To further enhance the quality of program management, we have together established focus on management, a program defining 41 standards of practice to guide ourselves in doing the right things in the right way, to ensure the best use of our resources in achieving the goals of our program.

As compassionate people, we as WIC directors recognize, accept, and commit ourselves to excellence in management, to assure maximum effectiveness of each new dollar appropriated for program expansion, as well as those that are already entrusted to our care.

Mr. Chairman, I have expressed my concurrence with much that you have said in presenting this new legislation, the Hunger Relief Act of 1986.

There is one more point of concurrence which I must affirm.

It is now time that we respond actively to these well-documented needs and successes, and deliver on our promises to end hunger and the effects of malnutrition in America.

Thank you for your attention, and I will be glad to answer questions at an appropriate time.

Mr. OWENS. Thank you for your testimony, Mr. Blount.

We will save our questions until after Ms. Lucas has testified.

Ms. Lucas.

STATEMENT OF BRENDA LUCAS, WIC PARENT AND ADVOCATE, BALTIMORE, MD

Ms. LUCAS. Thank you.

My name is Brenda Lucas and I am a WIC parent. I want to thank you for allowing me to testify today before these distinguished committees.

I am not here today because I am an expert in program analysis and evaluation, but because I and my family have benefited from the Special Supplemental Food Program for Women, Infants, and Children known as WIC.

This program serves pregnant, postpartum, and breast-feeding women and children from birth to the age of 5 who are low income and at medical and nutritional risk.

I strongly feel this has been the best program for monitoring children's health from birth up to their entrance to school since the Early Periodic Screening, Diagnostic, and Testing Program, known as EPSDT.

While I am not a nutritional expert, I am an expert on surviving in the United States.

I am a conscientious and concerned parent; I strongly believe that our children are our future, our most precious resource, and I support all programs and efforts to protect them.

I am a WIC advocate, not just because I am a WIC participant but because according to reports I have read and presentations I have heard, as well as my own experience, it is clear that WIC works.

It is uniquely different from other feeding programs because it provides preventive health care and nutritional supplements to children even before they are born.

The WIC Program links a family with a health provider during pregnancy and at least every 6 months thereafter, and provides nutrition education.

Although I have lost three children, I have borne five beautiful and healthy children with the aid of the WIC Program.

The WIC Program is vital because it targets low-income women, infants, and children who are at nutritional risk, meaning that they are probably unable to afford a diet adequate to their increased nutritional needs.

Food stamps are not the answer because the inadequate amount of the average food stamp allotment forces many people to stretch their resources month after month.

I strongly urge you to look at the appalling statistics on infant mortality and low-birthweight babies, and to check out the truth that children make up the largest number of hungry people in this country.

The main problem with WIC is that it is just a beginning—a step in the right direction that does not go far enough.

WIC is the child nutrition program that does not provide benefits to all who are eligible.

Why would we want to feed some of our needy children and not others?

I think everyone who is eligible should receive the benefits of WIC, that we should spend all moneys in the budget allocated for WIC—and appropriate more if we need it.

When the choice is between my children eating or paying a bill, my children eat.

This means that, on occasion, necessities such as oil and gas must be deferred.

This is bad enough. But, things could be worse if the administration is successful in cutting back WIC so that children would no longer be eligible after infancy.

It hurts a mother who has to tell one child to "save the milk for the baby" when the older child needs it as well. No parent should-have to impose that kind of "discipline."

The benefits of proper diet and the necessity for proper growth and development of strong teeth and bones and healthy red blood cells is an important part of WIC, and these factors are important for children as well—not just mothers and infants.

One study indicates that for every $1 invested in WIC, $3 are saved in medical costs.

Another study indicates that children born to WIC participants have higher birthweights, larger heads, and lower rates of physical and mental handicaps.

There are many studies, ready and waiting at your disposal testifying to the cost savings of WIC.

All of us, citizens and taxpayers, will bear the costs of caring for those children born physically or mentally handicapped, simply because we were too shortsighted to take the simple preventive cost of investing in WIC.

If we do something now, we can make that effort to reach the population that needs that service.

She'laun, my youngest, is my last child, and the final beneficiary of the WIC Program in my family. Four of my five children have benefited from WIC—the other was born while waiting all too long for the paperwork to go through.

I pledge, as a member of the National Antihunger Coalition, my continued support to, and for, all the children who might still benefit, for they are not allowed to speak for themselves.

I support the Hunger Relief Act of 1986, because it would allow more people to participate in the WIC Program, increase prenatal care for thousands, and continue to benefit women, infants, and children.

The task is ours. It is our obligation, those of us who are conscious and justice loving, to preserve our future, the youth of today, soon to be tomorrow's voting population.

There is a definite link between nutrition and education. The evidence is clear.

If we can feed the body and nurture the soul, we will have an attentive mind to develop.

In closing I am reminded of USA for Africa and Hands Across America, where millions of citizens of this country made a strong commitment.

You, our elective representatives, have pledged yourselves to support and fight for the best interests of all of us.

I implore our Government to take a stand and "stick with WIC."

We know the need, we know the results. WIC should be available to all who are eligible.

We can do this by making WIC an entitlement program and thereby ensure nutritional protection for our children's sake.

This poem I have written says it best, for me:

Let the children grow.
Teach them all the good we know.
We are building healthier bodies
White teeth and strengthening bones.
Let the children grow
Teach them all the good we know.
While they nestle asleep in their bed
We'll feel confident knowing they're well fed.

Thanks again.

Mr. OWENS. Thank you very much, Ms. Lucas.

Your personal testament, combined with Mr. Blount's very thorough statement makes a very compelling argument.

I do not think much more needs to be said.

Mr. Blount, I just would like to ask if the kind of evidence that is available—the kind of hard data that you and your association and colleagues have available—has made any impact, any impression on local public health commissioners, mayors, Governors?

Do you have their support?

Mr. BLOUNT. Mr. Chairman, I think it is making a tremendously positive impression, more so all the time.

WIC has captured the imagination of many people who have been looking at maternal and child health for a long time.

It has been the most effective preventive health program.

In most all cases, they recognize its contribution to the whole of public health—it brings more people into the arena of public health.

It has caused the establishment of public health centers in some of the rural areas—because they have come to get WIC—where there were previously no public health outlets.

It brings the mothers into the program earlier during the prenatal period, which contributes to the total health care.

Immunization has gone up—partially contributed to WIC, for bringing them in to it.

The matter of cooperation and coordination between health services has increased, and because WIC has been so accountable with the dollars that you have given us, it has developed new technolo-

gy. And that new technology that has been used in the administering of the WIC Program is now spilling over to being more effective in the total public health arena.

Therefore, for a long time WIC was a sleeper—by a lot of the people that did not realize it.

Today, I think the people are wide awake to its possibilities.

But that still needs to be translated into dollar support.

Mr. OWENS. Thank you.

Mr. Panetta.

Mr. PANETTA. Well, I will tell you something very frankly—I have been through a lot of hearings, and heard a lot of testimony.

I think one of the most moving presentations is the one that you gave, Ms. Lucas.

You are terrific, and I appreciate someone who is the mother of five children, who has been through these programs, giving that kind of personal testimony.

I only wish that we could have you sit in front of the Congress, and then maybe take you down to the White House and have you make the same kind of presentation—because you have got to hear it to understand what it means—and I think what you have said is at the heart and soul of what we are trying to do, because you have experienced it, and the fact is this program is just one of the best. It is saving people's lives and it is making them productive in our society.

The problem right now is that we have got 8 million others who qualify for this program that are not getting that benefit. And that is the sad part of what we are dealing with today—it is not that the program does not work, it is not that it has not been proven cost effective, it is not that it has not served a real need in our society—it is just that the money is not there to meet the needs of people who qualify for this program.

So that is really a little bit of what we are trying to accomplish in this bill, and I have to tell you that this is really a centerpiece for the bill because it is such a successful program, and because we have gotten such good testimony in terms of its cost effectiveness.

We will do everything we can—I want to assure you, we will do everything we can—to try to get the funding for this program, because there is a case to be made here.

I just really want to thank you from the bottom of my heart for taking the time to come here and testify.

Both of you.

Mr. OWENS. I want to thank you both, and I think I neglected to say before that the written testimony will certainly—Mr. Walgren.

Mr. WALGREN. Let me just add my expression along the lines that Mr. Panetta has just done, for the committee that I serve on, which is the Science and Technology Committee.

I hope that we can make something good out of the setbacks that we have had in social programs during these years, and, perhaps, out of that valley we can come back with a greater momentum than we would have had even if we had found support where we have not found support during these years. And I just hope that our institution, as a whole—the Congress—can respond in that way.

Your testimony—particularly Ms. Lucas', but also the rest that has been given—is really what gives the potential for that to be possible.

So I hope that that is the result, and we certainly will bend every effort we have to encourage that to happen.

It takes a little bit of faith, but you would have to believe that a society as good as this can be moved in the right direction, and certainly it would pick up a program like this.

So I would like to express the appreciation for those who come from my side of the several committees that are involved in this legislation.

Thank you for your testimony.

Thank you, Mr. Chairman.

Mr. OWENS. Thank you again. If you summarized, your written testimony will be included in the record. And, without objection, if you have additional material that you would like to submit to the committees we would appreciate receiving it within the next 2 weeks.

Thank you again.

Mr. BLOUNT. Thank you.

Ms. LUCAS. Thank you.

Mr. OWENS. That ends this panel.

The next panel, continuing the hearings, will be chaired by Mr. Walgren.

Mr. WALGREN [acting chairman]. Well, let me then call the last panel, as I understand it:

Janice Dodds, the director of Nutrition, Surveillance and Services Program, of the Bureau of Nutrition of the New York State Department of Health, and Dr. Victor Sidel, the past president of the American Public Health Association—presently, as I understand it, a professor at Albert Einstein Medical School, and a member of the Physician Task Force on Hunger.

We welcome you both to these proceedings. As may have been said before, if you summarize, your written statement will be incorporated as they are given to us, and made a part of the permanent record that we produce for those who work with that level of these hearings, and please feel free to summarize or develop in detail any portion of that that you would like to emphasize in verbal testimony that you can give.

So let us proceed in that order.

We are happy to hear you.

STATEMENT OF JANICE M. DODDS, DIRECTOR, NUTRITION SURVEILLANCE AND SERVICES PROGRAM, BUREAU OF NUTRITION, NEW YORK STATE DEPARTMENT OF HEALTH

Ms. DODDS. Thank you.

I am only sorry that I am going to have to leave at 3 o'clock in order to catch a plane, and I am most sorry that I will not be able to hear my colleague, Vic Sidel, but I will be reading his comments with interest as I leave the city.

I might also say I am very pleased to be a part of this entire panel that has presented testimony today.

The work that I will describe to you very briefly, and that you can read more thoroughly in my testimony, is very much a part of our effort in New York State to try and alleviate some of the gap that we find in meeting the needs of the WIC population, the homeless and destitute, and frail and elderly.

We see our surveillance work to be integral to that, in order for us to make better decisions as policymakers in the State, and in providing information to other States as, well.

There were three comments that were made this morning by Mr. Chafkin that I wanted to clarify about monitoring systems, particularly about the bill, as it is currently designed.

One point was in regard to our data-rich and information-poor environment.

We have lots of studies, we have lots of numbers, and I think he used a couple of times the word "swamped."

In fact, one of the reasons why we need a monitoring system, and we need a designated office, is in order to pull the information out of the data, and to identify the places where we do not have data, and therefore, information—so that the coordination aspect of the monitoring system is very critical, and is precisely why that aspect of the bill is really not very expensive at all. In fact, the whole bill is not very expensive.

The second is the issue of pilot methods, and that is one of the components of that aspect of the legislation—to provide technical assistance to States.

Certainly, we have had points in our development of surveillance over the last 2 years where we have kind of begged and borrowed technical assistance wherever we could find it.

We would welcome an opportunity to share that, and we are doing that now with Massachusetts, as they develop their system.

And the third is that the surveillance information be related to the scientific community—that it has to be credible there—and I think that is part of the design of an advisory component, an advisory committee, with the monitoring system. Just to make certain that, as much as possible, that monitoring system does follow scientific rigor at the same time that it has to be applied, and pertinent and relevant to decisions.

I think you will see some of this in a few of the illustrations that I will describe to you, in what we are doing in New York State.

In State fiscal year 1984, Governor Cuomo initiated the Supplemental Nutrition Assistance Program, that we refer to as SNAP, at a proposed eventual funding level of $35 million—which actually we are reaching this year, and the legislature decided to increase it to $37.6 million.

In 1984, SNAP was begun at $7.5 million and in 1985 continued at $17.5 million. In addition to providing money for food to people, SNAP supports the work of the Nutrition Surveillance Program which was established with the purpose of regular and timely collection, analysis, and reporting of data on nutritionally related disease in the population, in order to help support, improve, and guide decisions about appropriate intervention programs and policies.

The three vulnerable populations which we were identified to work with first were the frail elderly, the homeless and destitute, and the low-income women, infants, and children.

The reason for establishing this surveillance system is to help with decisionmaking.

There are often a set of funds questions:

How much money would it take to alleviate the nutrition problem that we find in this population?

How would we divide it among which groups?

Who would get what?

Then there is a second set of questions which consist of descriptive questions—it relates to those funds questions, as well. And I think Mr. Panetta stated those very well in the Congressional Record, in the comments that were a preface to this Hunger Relief Act.

At the State and local level we must assume that there will be no additional resources in order to do this surveillance. Therefore, we are planning to use current data sources.

That would include the census, vital statistics, extrapolation of national prevalence figures, and special State data sets.

But in order to use those, we have to have studies which will help us know which indicators, and in what combination we would use those in order to target, or locate, the at-risk populations.

In order to do this with the frail elderly, we conducted a nutrition assessment of those who were enrolled in the SNAP Program. These were all home-bound elderly, and they were receiving a home-delivered meal.

We collected the assessment on over 2,000 people. Cornell University analyzed that information for us, and of that 2,000, around 700 were from New York City.

I think the most startling finding that we found in this was the number of elderly persons who go days without eating, and the number of elderly persons who eat less than seven hot meals a week. And in fact, some of the work that Dr. Sidel had done helped us to decide to use this particular item—which was number of days without eating.

We found in New York City that 21 percent of the elderly persons would go one or more days without eating—19 percent upstate and, in New York City, 44 percent would have less than seven hot meals per week.

We then looked to see what were the factors that could predict if a person was going to go days without eating—or a frail elderly person. And we found seven factors, and we are working further with those this year:

There is minority status—if they are minority, if they live alone, and if their income is below the poverty level.

Interestingly enough, if they receive food stamps—which I think is pertinent to your legislation.

If they needed help in preparing food.

And then two immobility questions: Staying indoors and frequent falls.

These were the frail elderly who would go days without eating.

I think the "receives food stamps" probably means that the food stamps are probably not enough, and they are not able to reserve the amount of food money out of their regular budget that food stamps assume. I think it also means that these are the people that are at greatest risk, because the elderly classically—and you have

heard about that today—do not want to enroll in the Food Stamp Program. So if they do, it means that they really are hurting, and really need food.

We are going to be looking at this further to see if, indeed, this explains why this variable is predictive.

From this we developed an indicator that we call the frailty rate, and in that we are able to estimate the number of people that we think will be at risk in a county.

We use this to see how we did in our funding in the first year, and we found that a number of those that had very high frailty rates were not included in our funded counties.

So in our second year we took that into account, and gave counties with a higher frailty rate an advantage in scoring, though they were not necessarily funded unless they had a competitive proposal.

It is interesting that this rate helps us to see the intensity of the problem, regardless of how many people over 60 there are, so that the county with the highest frailty rate is Franklin County—which is a very small county in the Adirondacks—and then the second is New York City, treated as a whole.

The other population that we focused on were the homeless and destitute. This was a very different problem because we did not have an infrastructure with this group that we had with the aging—we had the area agencies on the aging to work with.

We decided to make a list of all the emergency food relief sites in the State—because there was not such a list—and then from that we would draw a random sample and regularly call those sites to get a regular picture, monthly, of the demand that was being met at these emergency food relief sites.

We did this enumeration and discovered that we had as much of a problem upstate as we did in New York City, and this was a surprise to people in our State—that in fact there were around 75,000 units of service per week in New York City, and in upstate there were almost that many, there were 66,000. The places are smaller, and they are mostly food pantries upstate—whereas in New York City the sites are larger and they are more often soup kitchens.

Families appear to use food pantries more often than soup kitchens, and less then 50 percent of the users were elderly, and women used both types of sites evenly.

We are collecting more information this year on the characteristics, or, the kinds of people that are using emergency food relief sites.

We are just starting now doing our census again, and we have done a 16-county area—which is a region in our State—and we have been rather appalled to find that the sites in that region have increased by 50 percent. That means that 50 percent more have opened, and when we looked at the number of closings—there are very few that have closed in this period of time.

So we are anticipating that we are going to find an increase in sites in the State from our calling 1 year ago.

I have brought a copy of our 6-month report, which is July to December—and these are the numbers that—of units of service, number of participants in food pantries and soup kitchens—that is number of meals served—and what would be interesting to you is

that—how the number jumps up in November and December, particularly in food pantries. We do not know if this means that that is the real number of people who are hungry and need food; that they come because now they know that they will be sure to get food, so that they are willing to go through the experience of raising their hand and saying I am hungry, I need help; or whether the people that come at the lower demand time are the people that are really most hungry, and the ones that we are seeing in November and December are a kind of marginal population.

As we do this year after year we will be able to compare next November with the past November and December and see if there is any change in the demand for food at these emergency food relief sites.

The surveillance information that is being developed is used to formulate interventions where problems exist.

One intervention is delivering food and another is nutrition education.

As one who designs and implements and will monitor interventions, and as the President-elect of the Society for Nutrition Education, it is very painful to watch the slow dismantling of two strong nutrition education programs: The NET Program, Nutrition Education Training Program; and the Expanded Food and Nutrition Education Program, EFNEP.

Through the NET Program we reach children at very teachable times in their lives, and provide them good food in the school meals program, and teach them about good food in the classroom. And in the EFNEP Program families are taught coping skills that they need, by means of very individually tailored programs, and continuous teaching of them until they finally have demonstrated that they can apply the concepts.

Given the economic fragility of these families, their coping and resourcefulness must continue at the highest level possible.

I would ask that you enter the Society for Nutrition Education's EFNEP position paper into the record.

Mr. WALGREN. That will be done.

Ms. DODDS. Thank you.

Although the Nutrition Surveillance Program started off in uncharted territory a little over 1 year ago, with little idea of what the product might be that we would develop, we really have been pleasantly surprised with the usefulness of our efforts to date.

Unfortunately, the data does not take away the sting of inadequate resources, but it does ease the sleepless nights that arise from conclusions that are drawn from very bizarre or outrageous anecdotal events.

I would be very happy to take any questions that you might have.

[The prepared statement of Ms. Dodds appears at the conclusion of the hearing.]

Mr. WALGREN. Thank you for that statement. I would like to talk a little bit and then I know you have to make your plane.

The SNAP Program was proposed to have a funding of $35 million, and you brought it up to $17 million, and that is the level that you are working on now.

Is that correct?

Ms. DODDS. Well, it was started at $7.5 million, and then the next year it was increased to $17.5 million, and then this year which started—our fiscal year started April 1, 1986—it is now $37.5 million.

When it was initiated the plan was to bring it to, over 3 years, to $35 million.

Mr. WALGREN. I see——

Ms. DODDS. So it was a phased-in program.

Mr. WALGREN. And that is an annual appropriation, is that right, from the State?

Ms. DODDS. Yes.

Mr. WALGREN. And this year you have $30-some million?

Ms. DODDS. $37.6 million.

Mr. WALGREN. You said at some point in your testimony—and I could not find it the written format—that State and local money would not be—and I lost track of it at that point—but could not be either had or increased for surveillance and information purposes.

How does the SNAP Program divide its moneys between the analysis, collection, and the provision of food?

Ms. DODDS. That particular comment is at the bottom of page 2—and one of the reasons I put that in there is that as a member of the Association of State and Territorial Public Health Nutrition Directors, I know that some States would find it very hard to allocate funds to surveillance, as New York State has done.

I consider myself a bit fortunate to be in a State that is able to allocate funds in that way, and it has to do with the number of principals that are operating in our State.

In terms of the way the SNAP allocation is operated, we take around 12 percent for State operations and administrative money. The rest is used for food. And of that 12 percent, we then allocate funds for the surveillance staff. But there are also funds allocated for administrative and nutrition staff to carry out the SNAP food-delivery system, so that surveillance money is coming out of an established State operations category, and then we develop a budget for what we need to do the surveillance work.

Mr. WALGREN. So that is 12 percent of the program itself?

Ms. DODDS. It is 12 percent of the total allocation of $37.5 million.

Mr. WALGREN. Yes.

And how is that 12 percent set?

Ms. DODDS. How is it set?

Mr. WALGREN. Who decided it should be 12 percent for that range of functions?

Ms. DODDS. Well, we did a negotiation.

First we were told that it ought to be a certain amount—I am trying to remember, I am not even sure that we were told, initially—they said present a budget of what you need in order to operate this program, and then they said it looks like the administration is a little too high, bring it down a little. So, that is how we ended up at around 12 percent.

The WIC Program, as you know, uses 20 percent—but in that 20 percent is included nutrition education activity. So we used that as a kind of upper limit in our mind, and then knowing that we were not including the nutrition service function in our administrative

funds, that it was really—it was surveillance and program administration—we negotiated to around that point.

Mr. WALGREN. Is there different data that you would like to see collected—I gather there is, given the way you have elaborated that program—but you are saying here that you have to assume you have to use current data because there is not the effort to create new kinds of data, as opposed to information.

Ms. DODDS. The maternal and child health population is a good one to look at as a bit problematic.

When we first started thinking about doing surveillance with that group we said, oh, good, we will use growth data, we will use heights and weights—this is what CDC has used for years and established as a regular system—and we started to look at our height and weight data and we realized that it is very poorly collected. And when we asked ourselves, can we really improve the recording and measurement of these heights and weights, we are not sure that it warrants the amount of fiscal—or the amount of funds it would take to train people.

So now we are stepping back and saying we know that income and economic levels is a strongly associated variable with nutrition problems.

Perhaps we can look at that in a more detailed way to describe and locate the populations that really have strain in their economic portion of their family life; so that we might look at and see if—look at neighborhoods that have high prices for food in their food markets, or that have very few markets, and so the prices are really controlled by a few owners; where rents and housing costs are high, or where energy costs are high, and locate that those would be places where we would suspect families would be at nutrition-risk, and target our funds in that direction.

At surveillance we are looking at a population-based point to be able to know where in our State—which counties, and which parts of counties are going to be—that we would predict we will find families at risk, and that they will have nutrition problems, or be on the edge of developing them.

We need the studies that will help us identify those population-based indicators, and the combination of them.

Another example is, with the frailty index, we are using the number over 60; the number that are minority; the number living alone above 75; those that are above 85; and we are combining those numbers and expressing them as a rate of people over 60.

Then we looked at a data set that we have in the State that counts it—counts the number of people discharged from hospitals, and it tabulates the five discharge diagnoses.

We selected ones that would be likely to cause or have nutrition problems associated with them, such as fractures, various disorders like diabetes and heart disease; and we tabulating that number, which is a kind of morbidity factor. We are then adding that in to give us a disease-adjusted and age-adjusted rate. And that is what we are using as the frailty index.

Now, that came partly from the study that we did, but also from what we were hearing from providers and what they suspected were the indicators that led people to be at risk and have nutrition problems.

It is that kind of work that needs to be thought about and then tested to see if, indeed, it holds when you actually look at a population to see if, indeed, this is going to predict people that have nutrition problems or at risk for developing them.

Mr. WALGREN. Has that been used to compare level of effort in appropriate programs, and have you found disparities in level of effort, widely diverging from what you would expect?

Ms. DODDS. Well, that was what we found when we looked at the way we had awarded funds in the first round of proposals.

We funded 23 counties out of 54, and the 23 that we funded were not the ones that had the highest frailty rate.

When we looked at the counties that had the highest frailty rates, they also tended to be the less-organized counties, and the counties with poorer resources. And so we gave them an advantage by giving them extra points, because they had a high frailty rate, and then we directed our regional and public health nutritionists to go to those counties and give them extra help in writing their proposal so that they could be competitive in the proposal process. But we also had strong political constituencies in the counties that had lower rates, so we could not just arbitrarily award funds to all of those that had high frailty rates, but, indeed, had to continue to include the competitive process, so that some of those with high frailty rates still did not write a competitive proposal, whereas those that had lower frailty rates—not as many people at risk for the population over 60, did write a more competitive proposal and also demonstrated the need that they had identified in their counties; because some of them are counties like Suffolk County, that has little pockets of places in their county where the elderly are really isolated and need help.

Mr. WALGREN. This was to support an organizational structure to reach those people?

Ms. DODDS. It was to support a home-delivered meal program, and they were going to deliver home-delivered meals to the population that they identified in their county that they were not able to reach, and that were in need.

Mr. WALGREN. And you could not do all 50-some counties, you had to choose, even though you knew that there were, certainly, needy individuals in all counties.

Ms. DODDS. Right.

And you see, this is part—you know, back to the initial question—one of the questions we have to deal with is when we do not have enough funds to reach all the eligible WIC clients, all the frail elderly that need home-delivered meals, and all the homeless and destitute that are coming in to soup kitchens and food pantries.

How do we decide how much to allocate to each of those three groups, and how do we allocate within that?

And it is never an easy discussion because the proponents of women, infants, and children do not like to be taking food out of the mouth of their grandparent, nor do they want to leave people on the street with no food. All of those populations are certainly in need, and I think people have been able to effectively use some of our descriptive information in persuading, in this case, the legislators, so that they increase the appropriation that was recommend-

ed from the Governor's budget—from $34.5 million up to $37.6 million.

Mr. WALGREN. What sort of technical assistance do you envision from the Federal level that would be helpful, and what kinds of things have you been able to do for other States?

Ms. DODDS. Well, one thing that is very helpful is just exchange of "how did you do this"—we had a discussion with Massachusetts recently, and they have done more work with the maternal and child health population then we have, so they were describing their effort to get at data that was already collected at day care centers.

We were thinking of doing something similar to that and they gave us some suggestions of how you could do it more easily and get a little bit better information.

We were able to help them in thinking through the frail elderly and how they might identify those people in their State.

So, in many ways it is an exchange, and the national structure would be able to foster that—we can do it with New York and Massachusetts because we are next door—but I know that California has some good insights about this and we do not have the occasion to get together or discuss some of those things.

Mr. WALGREN. Is there data on the Federal level that is useful to you that is being generated?

Ms. DODDS. Well, one of the things that was just done for us is the calculation of prevalence estimates out of the HANES data base—and they just provided this at a workshop for State nutrition directors, and we are going to be able to use that to get some estimate of what kind of dietary deficiencies, what kinds of incidence of obesity and overweight might we expect by using the age/sex income variables that they have used in the HANES study, and then applying those prevalence estimates in our State.

USDA had done a similar—they are working on a similar kind of thing with food-consumption data.

So that is a new thing that they have developed that I think is going to prove to be useful.

Mr. WALGREN. Is that information on a county basis?

Ms. DODDS. No.

Mr. WALGREN. Statewide?

Ms. DODDS. It is just on a State, so it will be a State figure. We will not be able to use——

Mr. WALGREN. It is sort of tough to know that it is out there someplace, but you do not know where it is——

Ms. DODDS. Yes.

Mr. WALGREN. You have to look through the whole State?

Ms. DODDS. Yes.

But there may be—we will have to play around a little bit more.

The other source of data that I have discovered recently is the Bureau of Census, and they regularly do a number of surveys. One of the most recent, of interest to me, is the SPP's—I don't know—Survey of Program Participation. They have a panel of people that they call every 4 months, and they keep those people in for 2 years on the panel so that they describe the formation of families, and what happens with those families, and when they go on to various Federal programs.

I think some of that information will be very useful.

They draw a fairly large sample—in this instance from New York and from New York City—so that it will be particularly pertinent.

But, again, you see a large State has an advantage because we contribute so much to the total population that much of the information we can use directly. But States like Arkansas or Mississippi, that care as much about this, will not get—there will not be as many people drawn out of that because they are a smaller set of the whole sample.

I did ask Bill Butts about that and he said that you could put, say, three or four States together and do prevalence estimates from that for, say, for a State group, which would give you at least a regional idea.

But its—all of these kind of technical questions that need to be pursued, and that both the national system needs to stimulate—that we need to stimulate back and get the exchange back and forth.

Mr. WALGREN. Well, thank you very much for your testimony. We appreciate your contribution to this process, and we hope we can make some progress along with you.

Ms. DODDS. Thank you very much.

Mr. WALGREN. Thank you.

Let us turn then, to Dr. Sidel.

STATEMENT OF VICTOR W. SIDEL, M.D., PAST PRESIDENT, AMERICAN PUBLIC HEALTH ASSOCIATION, DISTINGUISHED UNIVERSITY PROFESSOR, ALBERT EINSTEIN COLLEGE OF MEDICINE, AND MEMBER, PHYSICIAN TASK FORCE ON HUNGER IN AMERICA

Dr. SIDEL. Thank you, Mr. Chairman. It behooves the last witness on a long day to be particularly brief, and I will do that. The committees have worked hard, and particularly, the staff has worked hard through a long day, and let me respect that.

If I can just lead you very rapidly through eight single-spaced pages of testimony in 2 minutes—the first three paragraphs talk about me, and can be skipped very quickly.

We then come to the fourth paragraph, which can also be skipped quickly, because all it talks about is the number of hungry people in the United States—and that has been demonstrated, now, over and over again so well, that one really only has to cite the evidence that fully exists for that.

Now, the existence of hunger is not a question that requires further debate. The question is, what do we do about it?

It is in that context that the Hunger Relief Act of 1986 is so important to us.

In the past hour you have heard testimony on WIC, and you have heard testimony on the Child Nutrition Program, so I am going to concentrate on the Food Stamp Program.

The data show—we are on page 2 now—very clearly that something like 59 percent of people who are eligible for food stamps in the United States are receiving them.

I am an academic—as you said in the interdiction earlier, sir—and 59 percent is not a passing grade.

We really have to be at a far higher level of the eligibles receiving the programs.

The Physician Task Force on Hunger in America has analyzed some of the barriers to participation in the Food Stamp Program. These have been summarized under four headings in this testimony—on page 3, category 1, is the barriers that prevent the needy from applying for food stamps.

President Reagan in saying that ignorance was the only explanation he could devise for the nonparticipation in eligible families, indeed, had a small grain of truth in that statement—but, it was not, I think, in the way in which he implied.

It is ignorance that has been fostered the agency that is responsible for the program. The agency has simply not provided information that the American people need and the studies are cited here that demonstrate that.

Also cited here is the evidence that very small amounts of additional moneys for outreach—as indeed, is in your bill—can make an enormous difference.

For example, we cite the fact in Iowa—a single, a local outreach program, over 2 years, to inform newly poor Iowa farmers about food stamps generated a 400-percent increase in food stamp applications.

So there is no question that ignorance—if it is ignorance—can be overcome by proper programs.

Now, the second major barrier to even applying is the stigmatization of the program—I will not belabor that. But it is interesting that in a program like WIC there is very little stigma—in a program like food stamps, again we think, in part, because of the agency that controls it—enormous stigma has been generated.

The second major category are the barriers that keep applicants out of the program, or knock them off the program. Again, I will not go through all of this material. We go through some of those barriers in some detail.

Turning to page 6, the third category is overly rigid eligibility criteria. And here we come to some of the questions that the bill—the Hunger Relief Act—is specifically designed to deal with: Issues of eligibility criteria, amounts of assets, amounts of money spent on medical—for medical care, and so on. We give many examples in here.

One of them in our own study, in New York State, is a 64-year-old woman who told us she had a cup of coffee, a can of chicken soup and 10 ounces of apple juice as her diet the day before. The major reason for this was money being spent on medical care for herself and her husband.

So your provision that would increase that deductibility would be very important.

And other examples are here that I will not repeat.

Then finally, the fourth aspect is that of the low benefit levels. Specifically, as one of the major components of your bill, is the shift from the thrifty food plan to the low-cost food plan. Not enough, if I may say, but certainly a step in the right direction toward adequate benefit levels. And we point out some groups that have particular need for higher benefit levels.

If I may summarize on page 7, the proposed Hunger Relief Act is an important step. It responds to many of the key problems in meeting food needs. While there are gaps, the proposed increased asset and deduction limits, and increased benefit levels in the Food Stamp Program, and the extensions of WIC and elderly nutrition, are profoundly needed.

But a good law is not enough. I believe that the passage of this law will have positive impact. But it will not reverse the overwhelming impact of regulations that restrict assistance. Incremental changes in food assistance programs are not enough. If Congress has the political will to end hunger, that will must be expressed in a clear mandate to the agency that administers food assistance programs. We need a clear congressional voice to tell the USDA that it is time to stop using Federal regulations as a tool of exclusion, and get back in the business of feeding the needy.

We point out the recent study—and this was cited several times earlier—on the WIC Program. I am proud to say that the principal investigator of that program was Dr. David Rush, of the Albert Einstein College of Medicine. We are colleagues at Einstein. And that, as we point out in this testimony, was simply obscured by the Department of Agriculture.

On the last page, instead of acting on the good news by calling for expansion of WIC, or publicizing the program's successes, to build support for the programs it administers, the USDA chose instead to bury this major public health finding.

And in the final paragraph we call for congressional leadership, to let people know the strengths and successes of our food assistance programs and the fact that we need more such good programs.

I will close, if I may, with just three points not in my testimony that come to mind as a result of what I have heard in the past hour.

The first is an old public health adage that statistics are people with the tears washed off. I think the comments that the three members of this committee who are present made on moving testimony by Ms. Lucas, makes the point that we have to be—in all of this advocacy—much clearer that we are really talking about individual human beings who are hungry and who are suffering as a result of the cutbacks in these programs.

Second, there has been a lot of discussion over the past hour about the questions of measurement. And measurements are indeed important. We have to measure as carefully and as clearly as we can.

But if I may say so, sir, so long as the Pentagon is not required to have a standard of measurement of the effectiveness of its programs, so long as subsidies for corporations or for the tobacco industry and other areas on which the Congress legislates is not held to the same standard of measurement—then I think to demand that standard of measurement for nutrition programs is really quite dishonest, and is really quite counterproductive in terms of justice and compassion in our society.

Finally, the last point not in my testimony that I want to make is that in our work in the Bronx we have a program called the Community Health Participation Program. It is a program in

which we work with people who live in the apartment buildings near Montefeur, and they take with us a 16-week training cycle in which they learn various aspects of—work on health with their neighbors and community organization with their neighbors.

That neighborhood is changing very rapidly, most of the people in that neighborhood now use Spanish as their primary language, and therefore, the courses are now given largely in the Spanish language.

If I may, in closing, each of those groups as they finish their training—their 16 weeks of training—develop a slogan that they then use in their work. Our first group, taught entirely in Spanish, had this as a slogan—if you will forgive the not very good Spanish pronunciation:

"Para lograr grandes cosas no solo debemos actuar, si no tambien sonar, no solo planear si no tambien creer."

"To accomplish great things we must not only act, but also dream, not only plan, but also believe."

I was very pleased, Mr. Chairman, in your introduction of this last session, that you talked about the compassion of this great society. We had a President—some times it is hard to remember it—we had a President, who in his second inaugural address said, "The test of our progress is not whether we add more to the abundance of those who have much, it is whether we provide enough for those who have too little."

I congratulate the committees on what they are doing to try to bring us back into that great tradition.

Thank you.

[The prepared statement of Dr. Sidel appears at the conclusion of the hearing.]

Mr. WALGREN. Thank you very much for that testimony, and I almost would like to leave it stand there, because your touching on, I think, the fundamental block in the system—is our willingness to do anything, and our psychological avoidance of our responsibility to others, and the insensitivity that is built in in a relatively materialistic society—and I really should let your comments stand as powerful ones.

I was asked—to ask how you would compare the nutrition assistance programs in our country to what you may have seen, or learned about, in other societies?

Dr. SIDEL. Yes, I will gladly do that—and some of the other societies that have done far better than we have are equally materialistic. That is, one does not have to live in a society that is—whatever a nonmaterialistic society is—in order to have compassion and to have justice within that society.

Just about every European industrial democracy has far better programs for the support of its population—the general support of its population—than we have.

They are not only in the areas of food and nutrition—in fact, most of those programs are so global, are so well-functioning in keeping its population above the poverty level—that they do not have to get down, in a sense, to the level of food programs. Because if you have general child-support programs, if you have general high-employment programs—or good compensation for people who are unemployed through no fault of their own—if you have a whole

series of programs that bolster the way in which people live in a society, then they can, indeed, deal rather well with their own problems of obtaining food.

It is only in a society which fails to provide adequate levels of employment, which fails to provide adequate levels of unemployment insurance, which fails to provide good medical care for everyone, on a social basis, which fails to do all of the things that decent societies do, that you then have to try to fill in the gaps with food and nutrition programs.

I know that goes far beyond my brief, within this testimony, but I think the point needs to be made.

What you are doing is terribly important in filling those gaps in. But if we want to look to other societies, those societies are doing it in a far broader way.

It is not that they are spending more money than we are in doing it—they are saving money by doing it; as has been shown for the WIC Program, as has been shown for program after program. You save in what you generate in productivity in your society. You save in what you save in costs of other health and human services, by providing a decent standard of living for everyone in your society.

I will make one brief pitch—I was not planning to do this, but your question——

Mr. WALGREN. Be happy to have it.

Dr. SIDEL [continuing]. Almost forces me to do it.

My wife, Ruth Sidel, professor of sociology at Hunter College, has just published a book—just a month ago—called "Women and Children Last—The Plight of Poor Women in Affluent America," and in her next to last chapter she specifically answers your question—in the country of Sweden. It goes through, point by point, each of the programs that the Swedes have put into place to make Sweden a decent society for its people, and points out that we could do the same here.

Mr. WALGREN. I would like to note that we have been joined by Congressman Bruce from Illinois. Congressman Bruce also serves on the Science and Technology Committee and has a real abiding interest in this area.

I do not know what it takes to broaden the consciousness of our society, and ultimately the Congress. We would hope that Congress would be able to lead the way in that area, and it is through the interest of people like Congressman Bruce and others that we hope to have that be the case.

In a sense, the real question is whether, as Martin Luther King said, "we are inclined towards justice," and the resolution of this period in our history, I think, will give those of us that want to put faith in that statement a real test of the reality of it.

Dr. SIDEL. But if I may say so, sir, it makes it all the more important that people like you, and the other members of this committee, and other Members of the Congress who have been fighting so hard for justice—needs to be bolstered by all of us who deeply admire and support what you are doing.

Mr. WALGREN. Well, thank you very much for your contribution to the process.

Thank you, Dr. Sidel.

Let me ask that the record be left open. Mr. Emerson has some material that he would like to enter, and certainly we will keep it open for others, as well.

With that, thank you very much, and that concludes the day's proceedings.

[Whereupon, at 3:25 p.m., the subcommittees and the select committee were adjourned.]

[Material submitted for inclusion in the record follows:]

HUNGER IN RURAL AMERICA: A Farmer's Perspective

TESTIMONY BEFORE THE HOUSE AGRICULTURE SUBCOMMITTEE ON DOMESTIC MARKETING, CONSUMER RELATIONS AND NUTRITION

JUNE 25, 1986

WASHINGTON, D.C.

DENISE O'BRIEN
RURAL ROUTE 2, BOX 79
ATLANTIC, IOWA 50022

Testimony

I am Denise O'Brien, a dairy farmer from southwest Iowa. My husband and I farm 300 acres. I am a board member of Prairiefire Rural Action, an organization engaged in rural advocacy, community education and community organizing. I am also vice chair of the Iowa Farm Unity Coalition, a broad based coalition of ten farm, church, labor, rural and community groups across the state of Iowa. I have been active in a number of efforts designed to keep family farmers on the land.

I am here today to inform you of the current and worsening economic situation that exists in rural America and the problem of hunger which accompanies it. America's farmers and rural communities are in a period of serious economic and social crisis, unparalleled since the Great Depression. Land prices have fallen for the past five years and it is not possible to predict when the situation will stabilize or bottom out. The deteriorating farm and rural economy of the 1980's has already forced thousands of farm families off the land, ruined many small town businesses, and contributed to higher unemployment in many urban areas throughout the region.

A 1986 study produced by the Commerce Department of the U.S. Census Bureau and the U.S. Department of Agriculture found that the median family income for farm families in 1983 was only three-fourths that of non-farm families, and that the farm resident poverty rate of 24 percent exceeded the poverty rate of 15 percent found for non-farm residents.

As is the case throughout the nation, increasing poverty, and the conditions that create it, give rise to an increase in hunger. As the rural economy has continued to worsen, the number of families eligible for food stamp assistance has increased in the region. As of November, 1980, 59,201 families in Iowa were

receiving food stamps. This number has increased to 76,860 by November, 1985. In just an eleven month period, from May 1985 to April 1986, the number of farm families in Iowa receiving food stamps jumped from 1,481 to 2,214.

The problem of hunger in the nation's breadbasket was well documented by the Harvard University School of Public Health Physician Task Force on Hunger in America in their January, 1986 report entitled HUNGER COUNTIES 1986 The Distribution of America's High-Risk Areas. I would like to mention that we are very grateful to the members of this task force for their energy and commitment, without which we would not have access to this valuable information. A Hunger County is defined by the task force as a county where more than 20 percent of the population lives below the poverty line and fewer than 33 percent of the eligible poor receive food stamps. That study found the distribution of Hunger Counties to have shifted and is now extraordinarily high in the Midwest-Plains region. Reading from page 16 of that report: "In 1973,... the distribution of hunger counties was centered largely in the South and Southwest. Today, these regions have been joined by states in America's breadbasket and plains: Iowa, Missouri, North Dakota, Illinois, Arkansas, South Dakota, Minnesota, Nebraska, Idaho and Montana." Ninety of the identified 150 hunger counties are located in these states. South Dakota, with 28, and Missouri, with 17, ranked second and third, respectively, (behind Texas) with the greatest proportion of the nation's worst 150 hunger counties. Two of Iowa's southern counties, Ringgold and Davis, also ranked among the 150. Additionally, 10 counties were represented in Nebraska, 5 in Minnesota, and 12 in North Dakota.

The federal food stamp program, established first in 1964, is the single most important tool in the nation's fight against hunger. Nevertheless, significant barriers to participation do exist. Underparticipation stems largely from public policies and administrative practices. Bureaucratic disentitlement, the

absence of outreach programs, poor information concerning eligibility status, geographic isolation of food stamp offices, attitudinal barriers, and, where farmers in particular are concerned, a number of complex and discriminatory rules and regulations, are all factors responsible for declining participation in the federal food stamp program.

A recent study by Public Voice for Food and Health Policy found a growing number of rural Americans failing to receive food stamps even though they are eligible. From 1979 to 1983, the number of rural poor not receiving food stamp assistance increased by 32 percent, from 5.67 to 7.51 million persons.

Increasing hunger in rural America and, more specifically, the failure of the federal food stamp program, has given rise to new and dramatic concern. These conditions mirror the national trend -- A trend which the Physician Task Force has seen fit to identify as "a national health epidemic."

Many times as I have visited with farmers and their families they have expressed the fear of becoming permanent welfare recipients, and would not, therefore, consider receiving food stamps. Coupled with being treated as second class citizens by caseworkers and by the social stigma of using food stamps publicly, many farmers would rather go hungry than receive help.

In March 1986, the Iowa Inter-Church Agency for Peace and Justice and the Iowa Farm Unity Coalition held a statewide food stamp drive with the purpose of assisting families through the complex application process for foodstamps. In the county I coordinated, ten farm families came to get information. The day left a lasting impression on me when after having helped an elderly lady fill out her forms, I noticed that she had written down that there was no money in either her checking or savings account. I asked this woman (she appeared to be in her early to mid-sixties) if she had food enough until the application could be processed. She broke down and cried, explaining that she had no food and that

the Farmers Home Administration, the Government "Lender of Last Resort," had not allowed she and her husband living expenses and that foreclosure was inevitable.

Instances like this are not unique to that county. They happen all the time, every day. Isn't it ironic that people who spent their lives working the land, raising food to feed a hungry world, should be shut off from access to food through no fault of their own? People approaching retirement or at retirement age should not have to worry about where their next meal will come from. It is their right to have what is essential to life - food. It angers me that people of the land, who have worked hard all their lives - worked the soil, nurtured their land, should go hungry. Not only are these farm families experiencing hunger, they are also having to do without health insurance, car insurance and life insurance. Many people hope that no major medical expense will spring on them as there is no hope for paying medical costs.

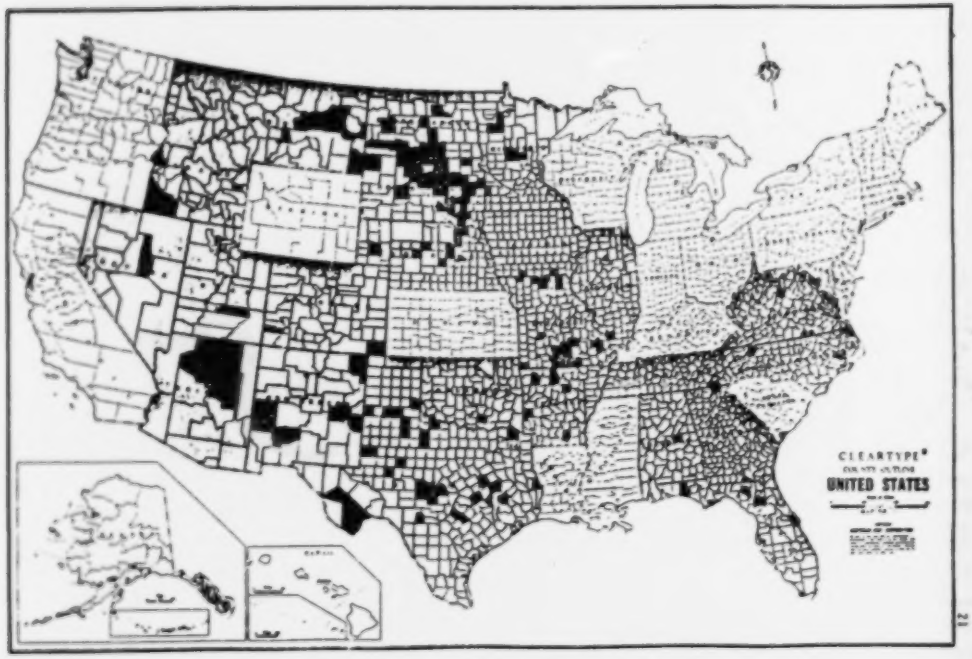
As I listen to the media and read the newspapers, it startles me that talk of recovery is always prominent. There has been no recovery in Iowa, nor will there be until this government makes a firm commitment to make farming profitable - not a tax writeoff for wealthy corporations and individuals. Farmers are not greedy people, they're interested in providing a comfortable living for their families and a good environment in which to raise their children. It is contrary to their nature to receive help and to be in need. They have always been the helpers and givers of assistance.

We need long term solutions for sustaining agriculture in our country. We need a farm policy that will set prices at no less than cost of production, be mandatory in nature, and have a strong supply management component. Farmers should be able to vote via referendum on such a program. Until we as a nation determine the destiny of agriculture, we need solutions such as the Hunger Relief Bill set before us today, to help people through their greatest time of need.

(Attachments follow:)

EXHIBIT III

Map of States with Hunger Counties



From HUNGER COUNTIES 1986 The Distribution of America's High-Risk Areas
Physician Task Force on Hunger in America Harvard University School of Public Health

Atlantic News-Telegraph

ASSOCIATED PRESS LEASED WIRE AND TERRITORY CORRESPONDENTS

ATLANTIC, IOWA (50022) — WEDNESDAY, MAY 14, 1969

Atlantic Farm Woman Reveals 'Humiliating' Food Stamp Experience

By [illegible]
Associated Press Writer

For almost a year, Atlantic mother-of-five Mrs. O'Brien of Atlantic has been using the food stamp program. They are most appreciative of the value of eight dollars a month — the farm family must do food shopping.

"It was just humiliating," Mrs. O'Brien remarked. "I'd look around to the check stand and I'd see someone I knew. I'd write a check.

"Then, after they discovered her form of discovery, she'd whisper to her and greedy neighbors, whisper," Mrs. O'Brien explained. And she's correct. In rural America, a farmer helping his family of four dig an inside table on their minimal income, here, there.

Plight

These plight has received national attention in the Midwest, where thousands who feed the world are feel the bitter irony of needing help to feed themselves.

"We raise the crops, but we don't feed our families," Mrs. O'Brien said. "It is a sad commentary."

In Iowa, which ominously for almost a fourth of America's hog production, and more than 10 percent of its cattle, most officials say the number of farm families on food stamps jumped from about 10 to 15 the spring of 1968 to 1,000 this spring.

The U.S. Agriculture Department doesn't keep records of food stamp recipients by occupation, but Iowa and several other struggling Farm Belt states have compiled their own statistics, showing sharp increases:

— South Dakota, which had more than 300 farm families on food stamps before 1968, when Dakota started getting tough. Last fall, 600 families were receiving stamps. Their number jumped to [illegible] Lake Andrew [illegible].

— North Dakota.

— In Minnesota's 10 most heavily agricultural counties, the number of households on food stamps rose about 10 percent from April 1968 to April 1969 — to a total of 1,917.

— And in Nebraska, the number of food stamp recipients for record levels three straight months — in October, January and February — with a greatest increase in rural communities.

Although the number of farmers on food stamps is small, farm groups say many more in need don't apply because they want to avoid the stigma of welfare.

Farm Families

"I know of several farm families right now that should be getting stamps, but they just think it's wrong to apply for government programs," said Dale Nelson, a Woodward, Iowa, farmer.

"We took out for our own," added Nelson, who was on food stamps for a few months. "We take care of our own. Our parents brought us that."

Price and loss of small farm gaining force among farmers, many others feel an opportunities for food stamps is an admission of failure, a political device one farmer said is part of "a liberal conspiracy" to end Congress' domination, a handful of Congressmen, a Minnesota farmer said.

Many farmers, who get food stamps, balk that fact by attempting to secure as much money as they can by growing, selling their farms and by [illegible] rural advocacy group Proverbs.

What many urban people don't understand, he added, is what a farmer may have more cash than he can't use them for his own food if creditors have a lien on them.

A recent report by Harvard's School of Public Health and the Physicians Task Force On Hunger in America, who criticized for its methodology, found the "hunger" problem, half of them in the Midwest and Great Plains.

The study concluded the problem was largely due to the failure of federal distribution programs. Food stamps, it said, serve best only half the poorest citizens for whom benefits are intended. It said 86,000 people were eligible for [illegible] but weren't receiving them.

Under new [illegible] regulations, a family of three must have a gross income of $960 a month or less, for a family of four it's $1,104 or less.

A team of participating agencies of Carroll, Sac, Audubon, Cass, Shelby, Harrison and Pottawattamie counties, will get together this week to plan [illegible] food stamp promotional [illegible] to raise eligibility rules, said Thomas Ferris, formerly staff director of the Rural Area [illegible] on education.

For example, the food on food stamps, [illegible] basic food [illegible] goods, the [illegible] $1.00 to $2.00, said Ferris, who is director of the Food Research and Action Center in Washington.

Ferris also said a farmer's home [illegible] can also be deducted from the family's [illegible] income — a critical [illegible] for farmers [illegible] often [illegible] and [illegible] capacity.

Those changes very help, but some [illegible] officials say more efforts should be made to overcome farmers' [illegible] food stamps aren't sold in [illegible] stores in isolated areas [illegible] of the program.

South Dakota is promoting food stamps as a Department of Agriculture program. "This is clearly [illegible] to every don't [illegible] to [illegible] and [illegible] [illegible] of it as [illegible] [illegible]," said John Cleaver, administrator of South Dakota's food stamp program.

She said the state was also using the services of a dairy farmer who voluntarily agreed to [illegible] businessmen to talk about the program and encourage other farmers to call him with questions about food stamps.

Rural [illegible] was started three years ago, but Mrs. Dean Ward, Clay County, said the attitude had [illegible] in the last two years.

Mrs. O'Brien, a mother, [illegible] observations, and when she occasionally [illegible] about food stamps, "I try to make them feel they're a victim of the circumstances."

As for her family, she said that while they wouldn't have gone hungry without food stamps, they certainly have gotten further and further behind in our bills. The end, she said, was "a matter of survival.

Although she is still a bit uncomfortable using food stamps, Mrs. O'Brien said she now sees them as a "political statement. It's a statement of the situation as it is, that there are problems in rural America."

Protesting farmers plan to apply for food stamps

DES MOINES, Iowa (AP) — Farmers are heading for the food-stamp lines to publicize what an organizer says is the fact that "those who produce food here in Iowa cannot afford to feed themselves."

Dozens of farmers plan to sign up across southwestern Iowa for food stamps today, said Don Levitas, a spokesman for Rural America, an organization of farmers that has have been active on a variety of issues.

"One of the goals is to get relief in the hands of those farmers that need it the most," Levitas said. "We're coming up on a winter here where we could see a lot more stress in the countryside. We're hoping a little more added assistance could provide an extra cushion for these problems.

"The second point, more symbolic, is to demonstrate the fact that those who produce food here in Iowa cannot afford to feed themselves, and that by coming together as a community, farmers can overcome some of their pride, some of the barriers that have traditionally prevented them from seeking help."

Iowa farm officials have said growing numbers of farmers are facing deep financial troubles caused by low prices for their commodities, high interest rates and increasing costs of producing a crop.

Agricultural experts at Iowa State University estimate that as many as a third of the state's farmers have severe financial troubles, and another third are having moderate problems.

"These farmers out here on the Midwest are hard workers, they're thinkers, they're not bad farmers," said Jan Burkhard, 37, who grows corn and soybeans near Grundy in extreme southeastern Iowa.

"We're so efficient that we're feeding this country cheaper than any other country in this world, and we're feeding a lot of the rest of the world, and yet we cannot afford to feed ourselves," said Burkhard, who holds a farm management degree from Ohio State University.

He figures he's lost $200,000 over the past five years because of high interest rates and low commodity prices stemming from President Jimmy Carter's 1979 embargo of grain shipments to the Soviet Union.

Burkhard, the father of two girls, ages 4 and 7, said he decided to sign up for food stamps after attending seminars sponsored by Iowa State.

"It appears that the farm economy is getting a lot worse than anyone anticipated last March," he said. "The overriding concern, the major problem we're having, is the price of our commodities, and the farmer has long been unorganizable, if you will, to do anything about it.

"We have a lot of farmers out there in the country that their banks aren't giving any money to live on. These institutions have them so tied up that they dare not try to sell anything.

"If we go in as a group, we won't be quite as scared to go in and apply for food stamps."

The Des Moines
Register

THE NEWSPAPER IOWA DEPENDS UPON ● Des Moines, Iowa, Tuesday, February 5, 1985 ● Price 35c ● Copyright 1985 Des Moines Register and T

Farmers seek welfare as symbolic protest — and half prove eligible

By TOM WITOSKY
Register Staff Writer

Almost half the 175 combined Iowa farmers who protested farm problems by signing up for food stamps in December are expected to qualify for the welfare program, a state official said Monday.

Larry Jochum, deputy commissioner of the Iowa Department of Human Services, said officials already have approved the applications of 34 of the farmers and are projecting approval of about 80 more.

The food stamp requests were sent to the state Dec. 18 from workers at Iowa 34 Bedford, Lenox, Corning and Creston, which are among the 31 counties served by the Council Bluffs regional office of Human Services.

Farm and religious leaders organized the protest, saying that many farmers were reluctant to apply on their own. Others said it would send a message to federal officials when they learned farmers were being forced into the food subsidy program.

Of the large percentage of farm families qualifying for food stamps, Jochum said, "It was a lot higher than we thought it would be." He said Human Services officials had guessed that only 10 percent of the families would be eligible because of the program's tough income guidelines.

Dan Lovilia, a spokesman for Rural Advantage Inc., one of several members of the Iowa Farm Unity Coalition, said the approval shows the extent of farm problems.

Approval of about 80 new families for food stamps, besides being "good news for a lot of the families down there," represents about a 10 percent increase in the number of farm families on food stamps, he said.

"I also would anticipate that this will be an inspiration for other farmers who need the assistance to get it," Lovilia added.

He praised the human services department, saying, "In least, it is a sign that they are willing the help those that can be helped."

Food stamp guidelines state that a family of four may receive the aid if it has a gross monthly income of less than $1,106 and a monthly net income of less than $850.

Jochum said, "We didn't want to [illegible] everything, but the main [illegible] problems must really be bad if they can meet these kind of income guidelines."

Of those selected, he said officials found some people had not been working, as a result of dairy farm buildings or land owned but [illegible] time off farm jobs.

Jochum said 15 of the 45 applications rejected were withdrawn. The rest of applications remains to be reviewed, but only half are expected to be approved.

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Food stamps becoming part of Iowa farm life

Rural usage has tripled in past year

Sharp increase surprises human services agencies

By WILLIAM PETROSKI

EVERLY, Ia. — In a fertile land where the average, hard-working farm family raises enough food to feed 79 people at home and abroad, Norman and Linda Sindt believe something has gone terribly wrong with America's system of agriculture.

They are one of about 1,500 Iowa farm families receiving food stamps, triple the number of a year ago.

The Sindts, who grow corn and soybeans on 600 acres and tend a small flock of ewes, have long participated in U.S. Department of Agriculture programs. They have 10 percent of their Clay County corn land in federal government set-aside acres, and they have grain stored in the USDA's three-year grain reserve.

But like a growing number of struggling farm families in Iowa, this year the Sindts and their five children now are receiving food stamps, another USDA program.

"We're the kind of people who usually just live and let live. But lately, we haven't even been able to live," said Norman Sindt, 38, a husky man whose sunburned arms reflect hours of toiling outdoors at his lifelong trade.

1,557 Farm Families

According to the state Department of Human Services, which administers the food stamp program in Iowa, the number of Iowa farm families receiving food stamps has tripled in the past year. During the first half of 1984, an average of 693 Iowa farm households got food stamps each month. But as Iowa's farm economy has worsened in the past 12 months, the number of food stamp recipients has more soared to 1,557 farm families representing about 4,000 persons.

"We're going to be just like Russia

Farm family says food-stamp

STAMPS
Continued from Page One

pretty soon," predicts Norman Sindt, his voice rising in anger as he discusses the low prices offered for Iowa farm products. "Then there isn't going to be cheap food any more. The food is going to rot in the fields.

"I've never seen things the way they are now," he adds with a trace of sorrow. "It used to be that you'd see farmers and they'd enjoy talking about their day. But now they don't even want to go out of the house, things are so bleak."

The sharp increase in farmers applying for food stamps was not anticipated by other advocacy groups who work with the poor or the Department of Human Services.

"Never in our wildest imaginations did we think that we would have to deal with the problems of farmers," said Patrick McClintock, an administrator for the Legal Services Corp. of Iowa. His government-funded agency, which usually deals primarily with the problems of women on welfare and the elderly, has been giving free counseling to many farm families needing food stamps and having other financial problems.

Steps Taken to Help

The Department of Human Services has responded to the new need by publishing a special pamphlet to explain how farmers can apply for food stamps. The state agency also was involved in organizing the Rural Concern hot line for farm families and it has had representatives attend public meetings in rural areas. State bureaucrats revised some of their rules in an effort to help farmers obtain food stamps, although federal regulations and a mass of red tape have prevented many farm families from becoming eligible.

Since 1981, the Sindts have lost about $40,000, even though Linda has been working full time as a switchboard operator at Spencer Municipal Hospital. But they have tried hard to cut corners to save money. The family has a large garden in which they grow potatoes, sweet corn, onions, snap beans, cauliflower, lettuce, tomatoes, cabbage and squash. Many of the vegetables are being canned or stored in the cellar of their turn-of-the-century home. They buy generic food at the grocery store rather than name brands, and they eat day-old bread sold at discounts. To avoid a winter heating bill, Norman Sindt chops wood for burning.

The Sindt family at their farm near Everly, Ara, from left, Linda, holding Shanna

Although the fields outside their home are green with this year's crop of corn and soybeans, none of it will be eaten. Even if the food could be made into meals for the family, they couldn't consume it because all of their farm production will be converted to income that will be handed over to their lenders.

"Nothing on this farm goes back into this house at all," said Linda Sindt as she and her husband sat around their kitchen table and talked about their problems late one night last week.

Family Roots

The Sindts' roots run deep on their 480-acre farm, which was the home of Linda's grandmother years ago. Norman Sindt also grew up in the area, and his father and three brothers have nearby farms. He began renting the farm in 1978, just after he was discharged from the Army, and he purchased 160 acres on a contract in 1979.

"Ever since 1981, it just hasn't worked out," Norman Sindt said wistfully. First, the farm was struck by hail damage, which wasn't sufficiently covered by federal crop insurance, and matters have gone downhill ever since, except for 1983, when he broke even because of the USDA's payment-in-kind program. Of his 240 rented acres, he said: "When it gets wet, the crops are drowned out. When it gets dry, you don't get much of anything."

This spring the Sindts were unable to make their interest and principal payment on their land, but kept the farm by renegotiating their contract. But next April, the contract must be paid off in full.

"I've only got one choice. If I don't renegotiate again I'll have to give it back," said Norman Sindt. "That's the only choice. There's a lot of other people in the same boat."

Land Prices Dropping

The Sindts paid $2,000 an acre for their 160 acres six years ago. Now, with luck, the land could fetch $800 an acre, they estimate, but they doubt many buyers would be interested because of the severe lack of profitability in farming. Just last spring, a farm down the road sold for the low price of $500 an acre.

"Everybody else makes a living. Why aren't farmers entitled to make a living, too?" Norman Sindt asked. "There are people going to bed hungry in this country today. The food is there. The programs just aren't getting it to them."

The decision to apply for food stamps was made last winter, after Norman Sindt attended a farm-crisis meeting in Spencer at which advice was provided about sources of assistance.

But as the Sindts quickly learned, getting bureaucratic approval for food stamps only added to the anxiety and frustration already created by their troubled farm operation. Linda Sindt first completed an application for food stamps in February at the Clay County Department of Human Services. Because her 1984 tax return wasn't finished, she used the return from 1983, when the family's financial problems weren't as severe. "They went ahead and figured it and said we couldn't qualify," she said.

After she completed the family's 1984 tax return, which showed an $11,000 loss, they were again disqualified — this time because their 1982 automobile put them over the limit for assets.

Finally, they sought help from Ka-

paperwork 'just harassment'

REGISTER PHOTO BY DAVID SUTTON

n. 3, Shelly, 14, Bryan, 11, and Norman.

thy Bicking, a caseworker for Legal Services in Sioux City. She succeeded in getting them $28 a month in food stamps. Continued battles with the Department of Human Services increased their food-stamp allotment to $54. Their July allotment, which was raised to $99, still hasn't arrived in the mail, although social workers have promised the stamps will be coming soon.

Much Paperwork Involved

Linda Sindt, showing a large stack of letters and forms representing her fight to obtain food stamps, said she was alarmed at the extensive documentation demanded by social workers. Besides her tax return, all of the family's children were required to obtain Social Security numbers.

Then she had to go to the Agriculture Stabilization & Conservation Service office to document the family's ownership of stored grain. Because a prior marriage left her with a house in Spencer — which she has been unable to sell — she had to provide verification of rental income. She also had to show check stubs from her hospital job, plus three months of telephone and electric bills.

Further, she had to learn what portion of the farm's property taxes, insurance and contract payments were apportioned to their house. She had to provide canceled checks she had used to pay for child care, as well as checks she sometimes receives from her ex-husband for child support. She also had to show dividend checks from a small amount of telephone company stock she acquired before she was laid off several years ago by Northwestern Bell.

"It is just unreal. It is just harassment," Norman Sindt said of the food stamp procedures. "I know two or three other farmers who have just thrown up their hands and said the heck with it."

Many other Iowa farm families are also having serious problems getting approval for food stamps, although a majority are succeeding. Between December and April, 1,287 farm families were approved for food stamps, and 434 farm families were denied them.

"They can't understand that they are being told they are over the income limit when they don't have any money," said Bicking, who has provided advice on food stamps to farmers throughout the state.

She cited three main barriers to farmers getting food stamps.

The first is that depreciation is not an allowable expense for a self-employed person, and this is the most significant reason why farmers fail to qualify for food stamps.

Second, a loss from one farm operation cannot be used to offset gains in another. For example, if a farmer earned a profit from his corn crop, a loss from a separate hog-raising partnership with his brother would be ignored in calculating his income.

Third, use of the most current income tax return does not accurately reflect that farmer's present financial situation, Said Bicking: "I have clients who are farming half of the land they had last year. This has happened either because they could not renew the lease or they have given land back to the lender. I have a client who was forced to sell all of his livestock last year, with all of the money going to the lender."

There are two key income tests to qualify for food stamps. For a family of four, the maximum gross monthly income cannot exceed $1,154, and the net monthly income cannot be more than $888. There are also asset guidelines, although farmers are not expected to sell all they own and use up the income before receiving food stamps.

Leaders of Iowa's farm crisis groups say that the number of Iowa farm households on food stamps will increase in the coming months, and they are concerned that many farm families will go hungry.

"The farmers around the state are worried whether the community food pantries will be able to handle the amount of food that will be needed this winter," said Pete Brent, a coordinator for Peacefire, an activist group that is part of the Iowa Farm Unity Coalition.

Eating Less

"Farmers are no longer going to the movies or going out to eat," Brent added. "Now it is a question of how much do you take out of your diet and not suffer ill health. We're going to have farmers who will have physical problems because they don't have enough to eat and that's something this state is going to have to address."

Denise O'Brien of Atlantic, whose farm family has been receiving food stamps for the past year, is urging other farm families to apply for food stamps, despite the bureaucratic problems they may encounter or their self pride. O'Brien, who is vice chairwoman of the Iowa Farm Unity Coalition, was so embarrassed when she first received food stamps that she would only shop at night in Atlantic, when there were only a handful of people in the grocery store.

"But now I don't do that," she said. "Darn it, if I can survive, I'll use food stamps. I know that it's not a permanent situation."

Brent agreed, saying: "When we started the food-stamp program, we, as a society, said that people shouldn't have to go hungry. We're not Ethiopia yet — at least I hope not."

Farm families on food stamps rise by 400%

By JANE NORMAN
Register Staff Writer

The number of Iowa farm families receiving food stamps leaped by 400 percent between July 1984 and December 1985, Department of Human Services Commissioner Michael Reagen told lawmakers Tuesday.

"In the rural areas, we've had the most dramatic increase in food stamp usage," said Reagen. In 1984, about 600 farm families participated in the program. But by last month, 1,887 were involved. At the same time, the number of people receiving aid to dependent children has leveled off, perhaps because "people who are poor and mobile and have kids are splitting" for other states, said Reagen.

"We have very painfully limited resources and intense human needs," Reagen told the members of the Human Services Appropriations Subcommittee, made up of legislators from the Iowa House and Senate.

The department plans to spend about $393 million this fiscal year, which ends June 30. Those budget computations don't include the effects of the new Gramm-Rudman Act, a federal law that mandates spending cuts for local and state government if Congress and the president fail to meet spending targets for reducing the federal deficit.

Working with estimates from the National Governors Association, Reagen said the department expects to lose about $1.6 million this year and perhaps $6 million in fiscal 1987. The cuts would come from social services block grants, which pay for such services as foster care and drug and alcohol abuse aid. Cuts also would come in veteran health care benefits, Reagen said.

Exempt from the act are food stamps, Aid to Dependent Children and Medicaid programs. Reagen also said he expects federal investigators to visit the Glenwood State Hospital-School. A similar visit to the state's facility at Woodward resulted in a shutdown while officials struggled to meet federal standards for care of residents.

Reagen also noted:

- An overall increase of 5.6 percent in the food stamp program this year over last year.
- An increase of 1.7 percent in Aid to Dependent Children cases over last year.
- A 50 percent increase in child abuse referrals since 1980.
- About 200 more foster care cases each month in 1985 than in 1982.

2 Iowa counties among 'hungriest'

By BLAIR RAMSEY

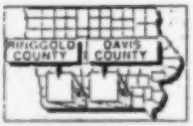
Two southern Iowa counties are among 150 of the hungriest counties in America, says a new report, but state officials contend that other Iowa counties are even worse off.

The report, to be issued today by the Harvard University School of Public Health and the Physicians Task Force on Hunger in America, says that Ringgold and Davis counties rank 66th and 99th among counties where poverty and restricted access to food stamps leave large numbers of people without enough to eat.

"Designed to prevent hunger in the nation, the food stamp program serves just over half the poorest citizens for whom its benefits are intended," the report says. Much of the hunger problem can be blamed on the failure of federal assistance programs to reach the needy, it says.

State officials were skeptical of the report, saying their calculations show that at least five Iowa counties have lower percentages of poverty-level families on food stamps than Ringgold and Davis counties, both of which have been hard-hit by drought in recent years.

Only 11 percent of Lyon County's



poverty-level families receive food stamps, said Larry Jackson, deputy commissioner of the Iowa Department of Human Services. The comparable figure in Ringgold County, he said, is 57 percent.

Jackson said he was not surprised, unlike the report's authors, that many of the nation's hungriest counties are in the Farm Belt.

"We've had five years of economic disaster in this area," he said. "Some of us have been hit not by the economic recovery in any great degree."

The Harvard study defines "hunger counties" as those where more than 20 percent of the residents live below the federally defined poverty level — now set at $10,989 income a year for a family of four — and where fewer than one-third of eligible residents actually receive food stamps.

Using that yardstick, the researchers found that the critical variable was participation in the U.S. Department of Agriculture's food stamp program, which provides extra food buying power for recipients of Aid to Families with Dependent Children, the principal welfare program. It is funded by Congress but administered by the states.

In Mississippi, for example, one of the poorest states in the nation, the study found no "hunger counties" because of wide distribution of food stamps, while relatively prosperous Texas had 29, the highest of any state. Eureka County in Nevada was rated the worst with only 17 percent of the needy said to be receiving food stamps.

In all, 150 "hunger counties," representing about 5 percent of all counties, were found in 19 states, eight of them in the Midwest: Illinois, Iowa, Missouri, Minnesota, Nebraska, North Dakota, Oklahoma and South Dakota.

The researchers found no hunger

HUNGER
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USDA spokesman Charles DeJoliet said he had not seen the report and declined comment.

Brown said the study's methods were chosen in parallel the approach taken by the Citizens' Board of Inquiry into Hunger in 1968, a U.S. Senate select committee in 1973, and a panel of doctors sponsored by the Field Foundation in 1977.

Compared to those studies, the current report claimed a resurgence of hunger following declines in the mid- and late-1970s.

Specifically, the authors criticize the Reagan administration for changing food stamp eligibility in 1981. Before then, families were eligible for food stamps if their gross income were below 150 percent of the poverty line; now, eligibility is limited to gross incomes below 130 percent of poverty-level income.

To compile their list, the authors said they first used U.S. Census Bureau data to identify 716 of the 3,143 U.S. counties where 20 percent of the population falls below the federal poverty line.

Next, they identified the number of potentially eligible food stamp recipients in those counties and the number actually drawing stamps, using information from the USDA Food and Nutrition Service. The 150 poor counties with the lowest participation rates were then defined as "hunger counties."

counties in the 26 other states, including the entire Northeast, the Pacific Coast, Alaska and Hawaii.

The report cites many Midwestern counties, Jackson said, because federal regulations don't permit food stamp applicants to deduct business losses from their income, thereby preventing debt-ridden farmers from obtaining help.

In addition, said officials in Davis County, many farmers are too proud to apply for food stamps.

"Those people are slow to surface," said Davis County Supervisor JoElla Cassel. "A lot of people out there should be applying for food stamps but aren't because they are proud."

The report said there are 668,000 people nationwide who are eligible for food stamps but aren't receiving them.

"This decline in the rate of coverage is taking place as hunger is getting worse," the authors said.

Professor Larry Brown of the Harvard School of Public Health, who is chairman of the Physicians Task Force, said the findings would be used later this year to guide field investigations into why food stamp participation varies so widely.

Des Moines Register

January 14, 1986

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Cedar Rapids Gazette

Mass food stamp drive set to show farmers not alone

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By Harrison Weber
Iowa Newspaper Association

DES MOINES — A statewide drive is planned for March 3 to get farmers and unemployed persons to sign up for food stamps.

The Iowa Farm Unity Coalition and the Iowa Inter-Church Agency for Peace and Justice are calling on local churches and farm survival committees to assist in the drive.

A similar drive was held last year. Karla Schmidt of the Iowa Farm Unity Coalition said 90 of the more than 100 farm families that applied managed to get the stamps. The rest were not eligible.

"We don't have a specific goal in signing up families; we're only hoping to get more than last year," she said.

Lawyers and para-legal staff from the Legal Services Corporation of Iowa will be used as a resource, Schmidt said.

Farmers and unemployed persons are encouraged to go to their local offices of the Iowa Department of Human Services, or other appropriate locations, March 3 to pick up food stamp applications.

"We want people to understand they are not alone; that there are a lot of people facing the same problem. It's not a reflection on themselves that they need food stamps," said Schmidt.

In counties where the Iowa Farm Unity Coalition has volunteers and where there is greatest need as determined by state statistics, a session on how to fill out the application will be offered following the pick up of applications in the morning, Schmidt said.

Some of the counties which have been targeted for this followup session include: Jones, Tama, Poweshiek, Benton, Linn, Floyd, Guthrie, Story, Harrison, Montgomery, Ringgold, Lucas, Palo Alto, Ida, Monroe, and Boone.

In other counties, Schmidt said farmers and others are encouraged to obtain application forms and contact the Legal Services Corporation for follow-up assistance in filling out the form.

At the end of 1985, there were 1,667 Iowa farm families receiving food stamps, an increase of about 1,200 in a year's time, according to Schmidt.

Food stamp drive a success

On March 3, 332 Iowa families across Iowa applied for food stamps as part of the statewide Food Stamp Drive sponsored by the Iowa Farm Unity Coalition and the Iowa Inter-Church Agency for Peace and Justice. According to Human Services, many families continue to apply. 318 families applied during last year's Food Stamp Drive.

This year, with the help of farmer and clergy advocates, 41 counties were targeted and organized. The advocates advertised the drive in their counties and were available on March 3rd to help people fill out applications and understand eligibility requirements. "Getting even one family signed up is worthwhile," said one of the farm advocates. "One lady said she would not have thought of applying if she had not seen the article in the paper. So I do not feel the effort was wasted. I just wish more people had taken the opportunity to come. The cooperation and support of everyone made it a pleasant experience for me," he added.

The Coalition worked closely with the Legal Services Corporation of Iowa which served as a resource in this effort. Many of our advocates met with Legal Service para-legals at a food stamp advocacy training session before the March 3rd Drive. These Legal Services Advocates then participated in various counties on March 3rd.

As of January 1986, there were 1,789 Iowa farm families receiving food stamps. That figure jumped from 881 in 1984 - a clear indication that there is a problem. Eligibility requirements for farmers applying for food stamps are complicated and can cause problems in applying. We encourage persons interested in obtaining food stamps to call the Legal Services Corporation of Iowa (1-800-532-1276) to find out about eligibility requirements. We recognize that many farm families currently not receiving food stamps are in need because of the serious economic crisis all of rural America is facing. Therefore, the Coalition encourages farm families who are in need to take advantage of this Department of Agriculture program which we have all been supporting for years.

Donna Wisdom (right) of Poweshiek County discusses food stamps and rural hunger with Drs. Naomi Kosten and Larry Brown (left) of the Physicians Task Force on Hunger in America.

Physician's Task Force discusses rural hunger

Members of the Harvard University Physician's Task Force on Hunger in America were in Iowa recently on a fact-finding tour. As a follow up to a report issued by the Task Force last January, the members visited areas of the country where there were large numbers of families falling below the poverty level who were not using food stamps. Two counties in Iowa were listed as being among the 150 "hunger counties" in the nation.

Dr. Larry Brown, faculty member at the Harvard University School of Public Health and Chair of the Task Force, and Dr. Naomi Kosten, a pediatrician at Cook County Hospital in Chicago, said they were trying to find out why the number of people using food stamps is declining even though the number of people living below the poverty level is increasing. The two met with members of the Iowa Farm Unity Coalition who had participated in the recent food stamp sign-up drive. There was consensus among the group as to why farmers are sometimes reluctant to apply for food stamps. There is a bias against farmers that is perpetuated in the media and among some of the human services personnel, said a member of the group. Since even subsidized farmers drive well and drive cars, many people feel that farmers shouldn't have to be on food stamps. They don't fit the stereotype of people living in poverty.

It was pointed out that society expects of farmers what we expect of no one else. For instance, as Dr. Kosten noted, while city dwellers who do not have indoor plumbing are considered to be poor, society does not apply these same standards to farmers who do not have indoor plumbing. Farmers are also expected to be able to feed themselves from their gardens. It was pointed out that many farm women hold off-the-farm jobs, help in the farming operation, do all the homemaking chores and care for the children. Even if garden produce could make the family self-sufficient, the woman does not have the time needed for gardening and canning.

Dr. Brown gave a report of what the Task Force had found in its preliminary studies and what they had learned while conducting field studies. According to Brown, the Reagan Administration had done a study showing a huge increase in hunger in the U.S., but that the study was hidden and not made public. Other studies have also shown that poverty has skyrocketed since 1979 and that it is higher now than any time in the last 20 years.

A report on the findings of the Task Force will be presented to Congress, according to Brown. "We need to get the issue on nationally - to get the issue before the public." Brown also said the goal of the Task Force is to "move the debate from whether we have hunger, to what we can do about it."

At a press conference following the discussion with Coalition leaders, Brown told reporters that the Task Force was surprised when it studied the problem of hunger in Iowa. "One thing today that strikes me the most as we travel through Iowa is the story of farmers in America's breadbasket being forced to apply for food stamps," Brown said. He also said on this trip, he had learned about the uniqueness of the problems farmers have in applying for food stamps - the special eligibility requirements and the complicated paperwork involved in the application process. Brown also expressed concern about farmers who give up their medical insurance and who forego adequate medical care rather than getting food stamps to help feed their families.

While the focus of the Task Force has been on food stamps, Brown says he knows it's not the end all solution for farmers and others living in poverty, but it is something that can help in the short term.

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Farm Groups Organizing Statewide Food Stamp Drive Next Monday

As part of the National Rural Crisis Action Campaign, the Iowa Farm Unity Coalition and the Iowa Inter-Church Agency for Peace and Justice are calling on local churches and Farm Survival Committees to join in a statewide Food Stamp Drive on Monday, March 3. Farmers and unemployed persons are encouraged to go into their local offices of the Iowa Dept. of Human Service, or other appropriate locations on March 3 to pick up food stamp applications.

In counties where the Iowa Farm Unity Coalition has volunteers and where there is greatest need as determined by Iowa Department of Human Services statistics, a session on how to fill out the application will be offered following the pick up of applications in the morning. Assisting as a resource will be lawyers and para-legal staff from the Legal Services Corporation of Iowa. Some of the counties which have been targeted for this followup session include: Palo Alto, Ida, Floyd, Jones, Tama, Poweshiek, Guthrie, Story, Harrison, Montgomery, Ringgold, Lucas, Monroe Benton, Linn, Boone, and others.

In other counties across the state, farmers and others are simply encouraged to obtain application forms and contact the Legal Services Corporation of Iowa for follow-up assistance in filling out the form on an individual basis.

The Food Stamp Drive is being announced on February 12 as part of the National Rural Crisis Action Campaign sponsored by the National Save the Family Farm Committee. The campaign is a nationwide effort to raise public awareness and prompt constructive government action. Organizers say the National Save The Family Farm Committee is a grassroots coalition of more than a dozen farm groups nationwide who have, as their principle goal, obtaining fair prices for agricultural commodities through a mandatory supply management program and producer referendum.

The statewide Food Stamp Drive, which is encouraged in all counties of Iowa, is intended to provide support to those in need of food stamp assistance.

"All people deserve dignity and relief in this time of crisis," explained Denise O'Brien, co-chair of the Iowa Farm Unity Coalition. "Families who are without adequate resources to meet their needs are urged to participate" she said.

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Des Moines, Iowa
MAR 4 1986
Council Bluffs Nonpareil

Food stamp turnout 'a success'

113

By DAWN UMMEL
Nonpareil Staff Writer

The nation's food producers in Iowa started their week Monday by visiting local human services offices to apply for food stamps.

"They were real frustrated and angry at why this is happening to us," said Denise O'Brien of Atlantic, who operates a family farm and is vice chairwoman of the Iowa Farm Unity Coalition. "Why has it come down to this?"

The coalition and the Iowa Inter-Church Agency for Peace & Justice helped organize a statewide food stamp drive Monday for the farmers and unemployed in Iowa. The drive was part of the Nation Rural Crisis Action Campaign.

By Tuesday morning, 12 counties reported 172 Iowans had collected food stamp applications Monday.

"We had that many throughout the entire state last year," the first year of the food stamp drive, said Karla Schmidt, coalition spokeswoman in Des Moines.

> "With a lot of people, they didn't want to come yesterday and find cameras in their faces."
>
> — Karla Schmidt, Iowa Farm Unity Coalition

"That's doing pretty good," Schmidt said. "It's been a success — we've gotten the word out."

Schmidt expected Department of Human Services offices would be busy in weeks to come with farmers who wanted to avoid publicity surrounding the organized drive Monday.

"With a lot of people, they didn't want to come yesterday and find cameras in their faces," she said.

Farmers also may wait until they have filed income tax returns or know the status of their farms loans, said Marilyn Foutch, income maintenance supervisor in the Harrison County human services office.

Six farmers picked up 20 applications in Harrison County had five of those had been completed and returned by Tuesday, which was fewer than Foutch expected.

"We've never had a mass drive in the last few years," she said. "Five or six years ago we had one where 50 farmers came, but only three applications were turned in. I think it was more of a publicity drive for their plight."

Seven applications were collected and four were mailed to farmers in Fremont County, office secretary Catherine Holmes said. None of the applications had been returned.

"These people said they knew they weren't eligible and they only did it as part of the program," Holmes said. "We're a small county of less than 10,000. Previously we haven't had much participation in this type of thing."

Holmes said applicants will find out within 30 days whether they will receive food stamps. Included in the process is a interview with human services officials.

"In a couple instances, they didn't have food in the house at the time," she said. "We directed them to food pantries while they're waiting for the food stamps.

"Just because they have access to the land, don't think they can grow their own food. In many families farming, both spouses are working off the farm" in part-time jobs to supplement their farm income, she noted.

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Des Moines, Iowa

Clinton Herald

Response termed good for farmer family aid

MAQUOKETA — Response in Jackson County to the statewide effort to help farmers and unemployed persons make application for food stamps was termed good by organizers of the project in Maquoketa.

Vivian River, who along with Joe Laban, Bernard, and area ministers from the county organized the local effort, said that between 25 and 30 families gathered at the First Baptist Church Monday morning to receive information from the Department of Human Services, legal aid representatives, and to fill out initial applications for food stamps.

The Iowa Farm Unity Coalition called for this effort along with other organizations to help farmers and the unemployed who are suffering due to economic conditions.

River said she thought about 80 percent of the people attending were farm families. Richard Gleason of Legal Services in Dubuque answered questions and offered advice to those seeking help.

"Many farm families have cash flow problems and although they can sell cattle, the money usually must go to the lending institution if the land is mortgaged and payment due," said River. "Because they have assets, in some cases they are not eligible for assistance, even though they have no money at all."

A case in point, according to River, is a woman who is selling her land under contract to other people, but because of their economic conditions, they cannot pay her. "Because these payments are considered income, even though she isn't getting them," said River, "the government agencies will not give her any assistance."

"Most of the people were reluctant to come and seek the aid, but they felt a little better when they saw and talked to others who were suffering as they were," said River.

Many of those who came to the church on Monday made appointments for further interviews with the Department of Human Services. The organizing group had announced they would meet at the church and then go together to the department's offices in the Jackson County Public Hospital, but the department staff was able to come to the church to assist with the filing of the initial applications.

River said she will suggest another such effort again for the future.

"We wish we didn't have to go this route, but we're justglad we can help," she said.

Chicago Tribune, Sunday, April 13, 1986

The farmer's last straw: Food stamps

By Christopher Drew
Chicago Tribune

CHARITON, Ia.—Loren and Lois Jessen produce enough milk on their small farm in this hilly part of southern Iowa to meet the needs of several hundred families. Their hogs provide a year's worth of meat for 15 households.

Yet when it comes time to feed themselves and their three young children, the Jessens face a startling irony for people reared to prize self-sufficiency. They use food stamps.

There's no doubt that the Jessens would rather butcher a cow or a hog than take government coupons to the local grocery, where snooty cashiers sometimes spread them across the counter, Lois Jessen said, "like they're playing Monopoly." But the cows and hogs are pledged to a lender, and it would be a crime for the financially strapped family to kill any of them.

"It's all so crazy," Jessen, 28, said over coffee at their simple wooden dining table. "We feel trapped," she added.

Crazy or not, the Jessens' predicament is not that unusual these days. Battered by the worst slump in agriculture since the 1930s, a growing number of farmers have been digging out their red ink-stained ledgers, swallowing their pride and trudging into welfare offices across the Midwest.

A few, particularly those fighting foreclosure, may face serious food shortages. But like the Jessens, many others are signing up for food stamps in desperate bids to slash expenses and save their debt-ridden farms. Some even complain that the nutrition programs, run by the U.S. Agriculture Department, may do more to help them stay in business than its commodity price-support and credit policies.

"There probably is no more absurd commentary than a farmer on food stamps," said Rev. David Ostendorf, director of Prairiefire Rural Action, an advocacy group that has helped sponsor food stamp sign-up drives in Iowa.

"I don't know one farmer who wants to be on food stamps," he

Continued on page 12

Troubled heartland

The economy of the Midwest, from the Farm Belt through the Rust Belt, is encountering changing and frequently difficult times. This is another in a series of occasional articles on the Midwest in transition.

Farmers

Continued from page 1

said. But the stamps and a growing network of private food pantries "are helping people stay out there until we can get a better price structure" for crops and livestock, he said.

The Agriculture Department doesn't break down food stamp statistics by occupation, so no comprehensive accounting of their use by farmers is available. But figures compiled by some states show significant increases in the last two years.

The number of farm families on food stamps in Iowa has soared to 2,000 from an estimated 400 in mid-1984, according to the state Department of Human Services. In Minnesota, officials say, the number has risen to 1,500 from about 1,200 two years ago.

Officials and advocacy groups in Illinois and other states that keep less detailed records also report evidence of sizable increases.

Susan Denzer, an organizer for the Illinois South Project, estimated that the number of farmers calling the advocacy group's hot line for information about food stamps has surged tenfold in the last year. Many also are seeking money for food, clothing and utilities from the group's $35,000 share of a nationwide $935,000 kitty set up by organizers of last year's Farm Aid concert, she said.

In Nebraska, the number of families using food stamps hit record levels early this year, program administrator Tom Ryan said, "and we know that a lot of the increase occurred in the more rural areas of the state." Such a pattern, also evident in other parts of the Midwest, contrasts sharply with a four-year decline in the total number of U.S. households on food stamps.

Moreover, most experts agree that the number of farmers using food stamps probably is far below the number who could qualify under federal rules based on income levels and family size.

A family of four, for instance, must earn $1,154 or less a month and net no more than the official poverty level of $888 a month after deducting certain housing and child-care expenses. To receive up to $268 a month in stamps, it also must meet a rule limiting any family to $1,500 in assets beyond a car and farm machinery.

A Harvard University medical task force on hunger recently in-

Photo for The Tribune by Diane Hasenjaeger

Doris and Jerry Book cradle their 18-month-old son, Verne, at their farm in Russell, Ia. The Books quit using food stamps after six months because, says Jerry, they found that dealing with the aid agency was "too much of a hassle."

cluded 74 Midwestern counties on a list of 150 nationwide that had relatively high poverty rates but low estimated food-stamp usage.

Larry Jackson, deputy commissioner of Iowa's human services department, said the number of farmers using stamps could peak, at least temporarily, as more of them line up spring financing and turn their attention to planting this year's crop.

He and others also pointed out that most of the farmers on stamps seem to be small or marginal producers, including many older ones who never had expanded their holdings to an efficient size and many young families whose dreams for expanding were dashed by falling commodity prices and land values.

Some farmers and experts, however, foresee continued growth in rural welfare rolls. They said encouragement by clergymen and social workers is starting to chip away at the stubborn pride that seems to have made farmers reluctant to apply for welfare.

For instance, Carol Nolte, 46, who lives on a small farm near Corning, Ia., said she and her husband, Bob, 57, "would probably have never gone in" to apply for food stamps if they hadn't been asked to join a sign-up drive in their area last year.

She said their average of $60 in stamps each month had enabled them to use money that had been going for food to pay overdue utility bills. Now, she said, she is telling other troubled farmers that the stamps can "help them make it over the hump."

Lois Jessen also is encouraging friends to sign up for aid.

Jessen said she and her 31-year-old husband started using food stamps after a drought scared their corn crop in 1983 and forced them to buy expensive feed for their cows and hogs. Poor crops in 1984 and heavy rains that curtailed last year's harvest compounded their losses and put them deeply in debt, she said.

Before seeking food stamps, Jessen said, she started serving less meat at meals and had begun making bread and other items from scratch. But once the family began receiving more than $300 a month in aid, she said, she was able to provide more balanced meals and spend more time on important farm chores.

"When you think of someone as being on welfare, you think of

someone who's either helpless or hopeless," she said. "Here we work so hard—my husband milks the cows seven days a week with no vacation—that we shouldn't have to be going in and asking for help."

But, she said, "If it means that we have to go into every kind of government program to get a check to save the farm, then we've got to do it."

Despite their outspokenness, Nolte and Jessen admit to continued embarrassment about using the stamps.

Nolte said she drives up to 70 miles to shop for groceries. The clerks at the local store, she said, "are very, very gossipy. If you had a treat for somebody, they'd think, 'Now, she doesn't need that.'" Jessen said she still hasn't told her parents, who live in another part of Iowa, about the stamps.

Others worry about red tape and humiliations in the application process.

Doris Book, who farms in Russell, Ia., said she was mortified when a government clerk called a waitress—rather than the owner—at a grill where she had worked to verify her income. The Books quit using the stamps after six months because, her husband, Jerry, said, they found that dealing with the aid agency was "too much of a hassle."

To minimize their need for the stamps, some longtime farmers, like the Noltes, have kept up the tradition in some rural areas of planting a large vegetable garden. But Jessen and several others said they couldn't follow suit because, as she put it, "it would take time and money that we don't have."

Photo by The Tribune by Dianne Hales-Jacobs

Loren and Lois Jessen, with their children, Tommy and Mary, work the family farm in Chariton, Ia. "If it means that we have to go into every kind of government program to get a check to save the farm, then we've got to do it," says Lois.

Iowa Inter-Church Agency for

Peace and Justice

Chaplaincy • Disabilities • Government & Corporate • Human Needs • International Peace & Reconciliation

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PRESS RELEASE - April 16, 1986

For Immediate Release

For more information:

Roz Ostendorf
Iowa Inter-Church Agency
for Peace and Justice
515/255-5905

Des Moines---The Iowa Inter-Church Forum and the Iowa Inter-Church Agency for Peace and Justice announced today that is has raised $195,000 in its first year of operation of the Iowa Rural Crisis Fund.

Roz Ostendorf, Program Coordinator for the Agency for Peace and Justice, and administrator of the Fund, said that "The response to the Fund by individuals, churches, synagogues and communities has been overwhelming. Gifts have come in from ten states, from California to New Jersey, from New Mexico to Montana, and from countless towns and cities across Iowa."

Bishop Maurice Dingman, President of the Iowa Inter-Church Forum said that the success of the Fund "reflects the strong ecumenical spirit that characterizes Iowa, and the concern that urban and rural people have for their neighbors."

- more -

Roz Ostendorf
[illegible] Peterson
Paul Stanfield
Coordinators

2-2-2-2

In addition to individual gifts, the Fund has received generous donations from the Jewish Federation of Greater Des Moines, the Home Builders Auxiliary of Greater Des Moines, the Presbyterian Church (USA) One Great Hour of Sharing, the Christian Church (Disciples) Week of Compassion offering, and Church World Service. All donations to the Fund are appropriated for direct relief to those in need, with the Iowa Inter-Church Forum and the Agency for Peace and Justice absorbing the administrative and staff costs.

Additionally, the Fund has received $95,000 of Farm Aid Funds given to the National Council of Churches for disbribution to farm families in distress.

Ostendorf stated that, "The National Council of Churches of Christ in the U.S.A. has received a total of $935,000 from Farm Aid, Inc., to distribute to organizations that work with farm families in distress in 36 states. The Iowa Rural Crisis Fund has allocated $75,000 in Iowa and $20,000 is Missouri.

Iowa Rural Crisis Fund monies have been distributed to 66 Iowa counties where ministerial associations, food pantries, and mental health services have established networks in place to allocate emergency assistance to rural Iowans in need.

56 ~~Forty-seven~~ rural food pantries have been the recipients of $300 grants each.

"These pantries have demonstrated a high level of outreach to rural families," Ostendorf said. "The pantries are encouraged to notify farmers, pastors and others about their willingness to assist farm families. Often they have had to find new ways to get the food to families they know are without food, and yet won't ask for help."

Additionally, the Fund has awarded $2000 grants to ~~36~~ 54 Iowa ministerial associations for use in the Farmer Health Project.

71 counties have received IA Rural Crisis $

- more -

3-3-3-3

"Working with doctors, school nurses and other health professionals, these ecumenical associations have identified those in their communities and counties who have unmet health care needs," Ostendorf stated. "Support has been allocated directly for individual and family health needs, often in close cooperation with health care providers."

One such example is the Tama and Marshall County Farmers Medical Emergency Fund. It has stretched its $2000 grant by working closely with area doctors and dentists, and has served over 140 people, according to United Methodist pastor Wally Paige of Garwin.

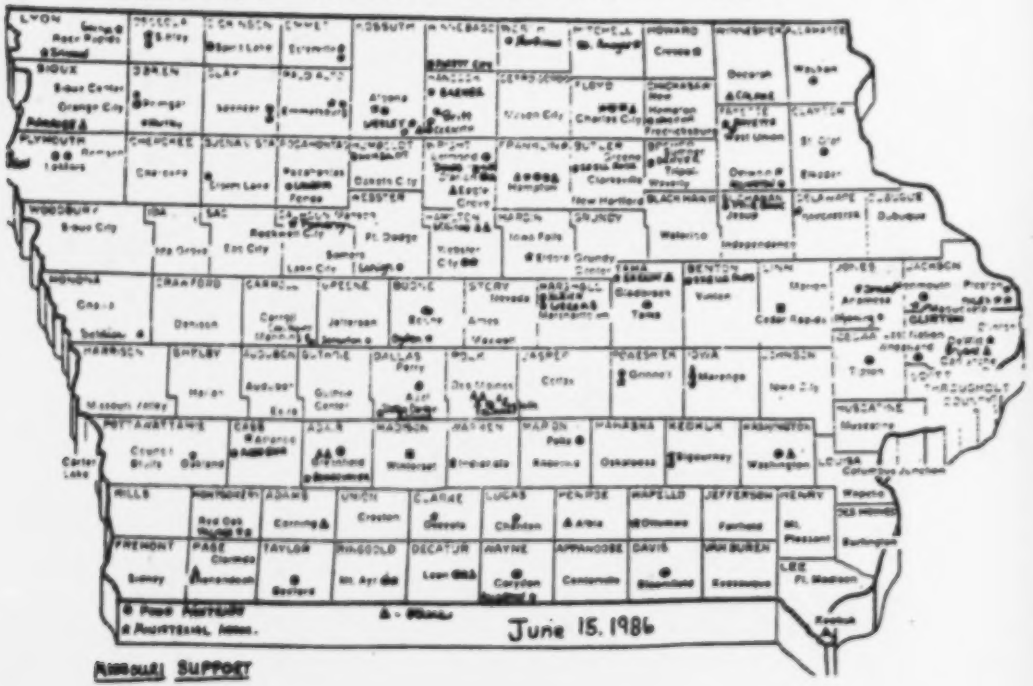
As one pastor wrote, "It hasn't been easy for these farmers to break down and admit a need, but once they did, they appreciated the aid. So, on behalf of them and us, a sincere 'thank you.'"

Bishop L. David Brown, President of the Agency for Peace and Justice, said that "As the Iowa Rural Crisis Fund enters its second year, it is clear that the extraordinary needs of rural Iowans will continue, and that there will be an ongoing need for more support. We are hopeful that Iowans and others across the nation will give generously that those needs might be met, and that as a pastor wrote, "We will be able to persist with our wonderfully difficult work for justice with compassion in the midst of rural crisis."

Contributions to the Iowa Rural Crisis Fund can be sent to the Iowa Inter-Church Agency for Peace and Justice at 3816 - 36th Street, Des Moines, Iowa 50310.

# # # # #

- IOWA RURAL CRISIS FUND -



RURAL SUPPORT

WISCONSIN NUTRITION PROJECT INC.
1045 EAST DAYTON STREET ROOM 204 MADISON WISCONSIN 53703
608/251-4153

TO House Committee on Agriculture, Subcommittee on Domestic Marketing, Consumer Relations and Nutrition

House Committee on Education and Labor, Subcommittees on Elementary, Secondary and Vocactional Education and Human Resources

House Committee on Science and Technology, Subcommittee on Science, Research and Technology

Select Committee on Hunger

FROM: Carol Croce
Wisconsin Nutrition Project, Inc.
National Anti-Hunger Coalition

DATE: June 25, 1986

My name is Carol Croce and I am the Executive Director of the Wisconsin Nutrition Project, Inc. and a Board member of the National Anti-Hunger Coalition. The Wisconsin Nutrition Project is a statewide non-profit advocacy organization that operates on the basic premise that all people have a right to adequate nutrition and good health irrespective of their economic status. The National Anti-Hunger Coalition is a nationwide membership organization of low income people and their allies working together to combat hunger and its root causes through economic justice. I want to thank you for this opportunity to speak to you today and tell you about the problems facing low income people in Wisconsin and how H.R. 4990, the Hunger Relief Act of 1986, would help alleviate some of their hunger needs.

In 1984, the Wisconsin Nutrition Project conducted an extensive, year-long study, Hunger in Wisconsin, that documented the growing incidence of hunger in our state. The study included information and data compiled from surveys of WIC nutrition educators, emergency food providers, surplus commodity distributors and--most importantly--2,200 low income people concerning the problems they encountered meeting their hunger needs. All of the survey respondents concurred that hunger was a serious problem in their communities.

Central among our findings was an ever-increasing demand for emergency food. Subsequent research since publication of our study has found that the demand has not abated. In Milwaukee, participation at food pantries has steadily increased in recent years, rising 15% in the

last year alone. In our Hunger in Wisconsin study, we surveyed church-run food pantries across the state as well as emergency food sites operated by other non-profit organizations. All of the food pantries and emergency food sites surveyed had seen a tremendous increase in demand for their resources, with some sites experiencing increases between 200-500% since 1981. Along with evidence of a growing demand for assistance came reports of people being denied assistance because food supplies ran out. In rural northwest Wisconsin, the Indianhead Community Action Commission reported turning hundreds of people away from their food pantries and surplus commodity distribution sites. As well, many emergency food providers have had to implement procedures to limit participation to make insufficient supplies last longer. The organization Caritas, which operates several food pantries in Beloit, has stopped serving people who receive any type of assistance (Food Stamps, Social Security, Unemployment Compensation, etc.) even if benefits do not stretch until the end of the month. The demand for Caritas' services has increased 325% over a two year period.

In the responses received from the emergency food providers, several comments repeatedly appeared:

* demand for their resources rose sharply during the last two weeks of the month when benefits (Food Stamps, Unemployment Compensation) had run out;

* an increasing number of local families (as opposed to single transient men) whose unemployment had ended were utilizing emergency meal sites and on a regular basis;

* unemployment and cutbacks in federal assistance programs caused an increasing reliance on emergency food programs;

* many felt they were no longer serving "emergency" needs and were perceived as a maintenance program. This particularly bothered many of the church providers whose original intent in establishing food pantries was to help on a on-time basis in crisis situations. Maintenance is neither a role they feel comfortable with nor a role they feel willing to play for much longer;

* the demand for needed food was far greater than they could handle with their limited resources.

All of the respondents to the various surveys compiled in our study -- the emergency food providers, the surplus commodity distributors, the WIC educators and the low income citizens -- cited the inadequecies of the Food Stamp Program as a major factor contributing to poor diets among the needy. The responses from the low income people surveyed provided some sobering statistics to demonstrate the hunger problem in Wisconsin. Of the respondents who received Food Stamps, 81% said they ran out of stamps before the end of the month. The responses also showed that 42% of these Food Stamp participants use food pantries at least occasionally, if not regularly. Another series of questions in the survey asked people how their food buying and eating habits had

changed. Over 43% of the low income people surveyed reported they ate less often to stretch their food budget. (While the question did not distinquish between adult and child, many respondents deliberately wrote in such comments as "not children" or "adults only".) Further, of those respondents who required a special diet for health reasons, 40% reported they were unable to maintain that diet for economic reasons. Comments from people surveyed best describe their situations:

> Three older couples who receive food stamps cannot stretch their food stamps through the month. Each couple has one person who is diabetic. We have not found it possible to supply the foods necessary for those diets, and still serve the larger numbers who have no health limitations.
> --Beloit Episcopal church
>
> One participant related to me that many nights she went to bed hungry because food stamps and WIC foods did not "stretch" far enough. She was pregnant and worried about the effect on the fetus. . .
> --WIC Educator
> Rock County
>
> Can't afford fish diet told by doctor . . . diet food very expensive.
> --low income survey respondent
> Wood County
>
> Just recently a family of two parents, an eight-month-old and a three-year-old stated that the adults ate 1 or 2 meals a day so that the children could get enough . . .
> --WIC Educator
> Burnett County
>
> My child of four has cancer and due to chemotherapy needs food . . .cutbacks are dangerous.
> --low income survey respondent
> Dane County
>
> I simply cannot afford to eat but one meal a day and it is not a square meal. It is usually either meat or a vegetable, no bread and no milk or eggs.
> --low income survey respondent
> Dane County

(See Attachment A for additional detailed information on the survey results.)

FOOD STAMP PROGRAM

I believe several provisions of HR 4990 will provide needed changes in the Food Stamp Program that will allow for more adequate benefits for recipients and enable more people in need of food assistance to participate in the Program. First and foremost is the gradual move towards basing Food Stamp benefits on USDA's Low Cost Food Plan rather

than the Thrifty Food Plan. The current system is nutritionally inadequate and vastly understates the actual budget-to-food ratio. The Low Cost Food Plan is a better estimate of what a minimum family food budget should be, that will still provide the necessary daily nutrients. Current food stamp benefits make it impossible for participants to maintain that minimally-sufficient diet. In Wisconsin, the average monthly food stamp benefit is $33.47 per person or 37 cents per meal. Couple that with higher food prices in the urban centers and limited access to large, less costly supermarket chains in the rural areas and it is easy to understand why it is impossibile to maintain any semblence of a nutritionally adequate diet on the Thrify Food Plan.

Raising the asset limits for households as well as the asset limit on vehicles will go far in increasing participation among the recently unemployed and underemployed. The current level of assets has put the Food Stamp Program out of reach for many families who could greatly benefit from the Program. For example, many of the people in the Milwaukee area who lost their jobs due to plant closings or permanent lay-offs by major manufacturing companies have not been able to find new jobs. Those that have are earning far less than they did in their previous positions. As one Milwaukee advocate put it, it takes three McDonald's jobs to equal one former job at Allis-Chalmers, a major implement manufacturer. Yet they had amassed some savings during their earlier employment that has made them ineligible for the Program. Those people earning substantially lower wages are quickly depleting their "nest eggs" just to provide the bare essentials for their families. Participation in the Food Stamp Program would help alleviate some of the burden shouldered by the underemployed.

In the rural parts of the state, the asset limit on vehicles has been a major stumbling block for farm families. Often vehicles that are not used solely for farm production, i.e. the pick-up truck that is used for farm production and family use, is considered a non-exempt asset and is of too high a value to make them eligible for Food Stamps. As well, I support the idea of making the asset test based on net asset, particularly as it pertains to cars. Again, farm families are made ineligible because the fair market value of their vehicles rather than the equity they have in them is considered. A similar situation holds true for newly unemployed people who purchased a car in recent years when they were working. The bank holding the loan may still "own" most of the car yet the food stamp applicant is assumed to have assets equal to 100% of its fair market value. Selling the car or the newer farm truck at fair market value will only net them what they have paid on the loan's principle. Testing assets based on net asset value is a far more reasonable and equitable means of determining eligibility.

I am very much in favor of the provision in HR 4990 to exempt the first $50 a month paid in child support from counting against a recipient's food stamp benefits. I have calculated the effect of the $50 child support "bonus" on food stamp benefits for AFDC recipients earning low wages. In several instances, the $50 has made them ineligible to receive any benefits by putting their total income just over the gross income level. For example, a Wisconsin AFDC mother

with two children, working 40 hours a week at $3.35/hour, will still not be eligible for food stamps even after she has lost both of her AFDC work incentives (the $30 disregard and the 1/3 of income disregard) if she receives the $50 child support payment. Depending on her shelter deductions, she can lose up to $85 in food stamp benefits because of the $50 child support bonus. Disregarding the child support payment would not penalize custodial parents who have been able to obtain child support from non-custodial parents. Considering that child support is collected from only 27% of the open AFDC caseloads in Wisconsin, any disincentives for increasing collections is not in the best interest of the recipient or the government.

WIC PROGRAM

In Wisconsin, the WIC Program is highly respected by legislators, administrators and program participants. Over 65,000 women, infants and children are currently on the Program and it is now available to low income families in every county in the state. Yet only 44% of those eligible are receiving benefits; over 2,500 were on waiting lists as of May 1986. The problem is not so much one of identifying eligible clients as it is lack of sufficient funding. In the spring of 1985, the WIC waiting list was nearly 6,000 and growing daily. In response, the Wisconsin legislature took the unusual action of supplementing a Federally-funded program by appropriating $2.2 million in their biennium budget. The additional funds have enabled 2,900 waiting applicants to receive needed nutritional foods and raised participation from 42% to 44% of those eligible.

The additional funds proposed in HR 4990 for WIC would help to reduce our waiting lists further and increase the number of women and infants at nutritional risk participating in the Program. The need for the Program remains great. In our Hunger in Wisconsin study, over one third of the WIC Nutrition Educators surveyed found an increase in health risks over the last several years, the most recurring risk being low iron. (All of the WIC Projects in the state participated in the survey.) Asked if they thought WIC foods were the primary or only source of protein-rich foods (as opposed to a supplement), over 80% responded yes. Last, over 74% of the WIC Nutrition Educators reported that they were aware of situations among their WIC clients where families did not have enough to eat. The major reason given for this lack of food was that Food Stamp and WIC benefits had been depleted before the end of the month.

Wisconsin has done an exemplary job in maximizing their limited WIC allocation to serve the greatest number of people. Food packages are highly tailored to meet the specific nutritional needs of mothers and children. Specifying WIC foods around a particular diet instead of building on a generalized basic food package avoids providing less necessary foods in favor of those items most necessary for their nutritional health. It also allows more people to be served who can benefit from the program. What Wisconsin needs to improve its Program further is additional funding to expand its caseload.

TEMPORARY EMERGENCY FOOD ASSISTANCE PROGRAM (TEFAP)

The most utilized program among low income respondents to our survey was the surplus commodity program (73% participation). Last year, over 53% of the estimated eligibles received food through the Program. Many of the commodity distributors we talked to recounted stories of people enduring hours of waiting on line in sub-zero Wisconsin winter weather to receive a block of cheese and a pound of butter. Even more painful were the stories where the commodities ran out and the long, cold vigil was in vain. The problem is more than just making additional commodities available from USDA. The funds currently allocated to administer TEFAP in our state do not come close to covering what the costs would be for transporting and storing the food for distribution around the state. The Wisconsin TEFAP Coordinator has estimated that the local distributors -- Community Action Agencies, Area Agencies on Aging, church organizations, labor unions, and farm groups -- are absorbing upwards of 25% of the cost in order to get the food out to low income people. That does not include the value of the volunteers' hours, the rent-free distribution sites, nor the private business donations that make the Program work. On distribution days in Wisconsin, over 11,000 volunteers donate their time to give out food; over 900 sites are used free of cost at churches, armories, gymnasiums, etc. Uncounted private cars transport the frail and elderly to distribution sites. And the private sector helps out with everything from paper bags, to refreshments for volunteers, to free audits and bookkeeping. If you put a dollar figure on all those services and donations, the cost would be at least four times as great as the actual cost reimbursed.

The additional funds proposed in HR 4990 will definitely help to increase the amount of food Wisconsin can distribute to needy low income families and help offset some of the cost necessary to run the Program. There are some expenses, particularly for coordinating local distribution that are fixed and can only go so low. Making the Program too difficult and too costly to run hurts those people who desperately need the commodities. Several organizations and agencies have dropped out of TEFAP because of the high additional expenses. Fortunately, other groups in those communities were persuaded to take over the distribution. According to the State TEFAP Coordinator, two more agencies are planning to drop out, including one organization that covers several counties. To date, no other organizations have been found to do the distributions. Both of these organizations are in rural counties in southern Wisconsin where a growing population of "displaced" farmers reside. It is ironic that many of these farmers who have produced the commodites used in the Program are not yet "poor" enough to be able to participate.

COMMUNITY FOOD AND NUTRITION PROGRAM (CFNP)

I am especially pleased with the provision in HR 4990 to appropriate $5 million to the Community Food and Nutrition Program. As a former CFNP grantee, I can attest to the successful use of CFNP monies to fund projects that promoted increased nutritional health and access to resources that enhanced economic self-sufficiency among low income families. Attached to this testimony (Attachment B) is a copy of the comments I submitted to the Human Resources Subcommittee of the House

Education and Labor Committee during their deliberations to reauthorize the Community Food and Nutrition Program. The testimony includes comments on successful Wisconsin CFNP activities that ceased when funding was terminated, as well as several possible activites that could be conducted if CFNP funds were made available.

I strongly believe that there is a need for the types of activites that could be supported by CFNP, particularly those that address the nutritional needs of mothers and children. In the past, CFNP provided valuable food and nutrition services for Wisconsin's less fortunate citizens and I believe it has the potential to support activities that will enhance the nutritional health and well-being of low income families. While I realize that Community Services Block Grant (CSBG) funds have sometimes been used to fund anti-hunger activities, the scope of these projects has been limited. Over the last several years, CSBG funds have been used to deal with a multitude of community needs from energy assistance to emergency housing to employment and training. Projects addressing nutrition and hunger concerns are only a small portion of the total CSBG program and support is divided among many worthwhile endeavors. I see the Community Food and Nutrition Program as a supplement to CSBG, providing much needed resources to address the problems of hunger and inadequate nutrition among our nation's low income citizens.

I hope my comments on the Hunger Relief Act of 1986 and the hunger situation in my state have been helpful and enlightening. I commend you for taking this step towards ending the unnecessary suffering of those people who are hungry and undernourished in this wealthy country of ours. Thank you for this opportunity to speak.

(Attachments follow:)

ATTACHMENT A

CHAPTER 4

INTRODUCTION

A survey of low income people was conducted during the summer and fall of 1984 in the 21 selected counties (See Appendix M-1). The Community Action Agencies/Community-Based Organizations Task Force members designed the survey tool. After several drafts and revisions of the survey, the finalized copy (See Appendix M-2) was sent to 18 Community Action Agencies and other community-based agencies throughout the state who provide direct services to low income persons.

The staff of these agencies, in turn, administered the survey to their clients on a random basis (See Methodology Section).

The completed surveys were returned to WNP for tabulation and analysis. Listed below are the responses to specific questions providing basic totals. Following this report of the raw data, an analysis of significant results is included.

II. SUMMARY OF RESPONSES

A. BASIC INFORMATION:

surveys sent out = 7900
surveys returned = 2239
surveys deleted = 63

TOTAL # surveys analyzed = 2176

B. DEMOGRAPHIC INFORMATION:

Of the 2176 surveyed -

1. POVERTY INFORMATION
low income households = 1838
not indicating income level = 302
low income single parent households = 810
low income two parent households = 666
low income elderly = 324

2. ETHNIC HERITAGE
White - 1637
Black - 254
Hispanic - 192
Native American - 61
Asian - 15
Other - 11
No response - 6

63-366 0 - 86 - 6

IV-2

3. RESIDENCY
   a. On a farm - 87
   b. In the country not on a farm - 317
   c. In a village or city smaller than 25,000 population - 685
   d. In a city between 25,000 and 50,000 population - 428
   e. In a city larger than 50,000 population - 623

4. HEALTH CONCERNS

   a. Members of households have health problems requiring a special diet - 366

   b. Of this number (366), # who were able to maintain this special diet =
      Yes - 208
      No - 145
      No Response - 13

   c. Head of household has a handicapping condition - Yes - 452
      No - 1724

5. FOOD USAGE INFORMATION

   a. Grow own food (garden) to stretch food dollars - Yes 725

   b. Dry, can or freeze foods in order to stretch food dollars - Yes 966

   c. TYPES OF FOOD HOUSEHOLDS CUT BACK ON -
      Meat - 1473
      Vegetables - 582
      Fish - 556
      Dairy - 669
      Fruit - 255

   d. FOOD BUYING OR EATING HABIT CHANGES
      Eat less meat - 1549
      Eat at restaurants less often - 1432
      Use ways to stretch limited foods - 1623
      Go to school without breakfast - 275
      Go to school without a bag lunch or lunch money - 196
      Skip meals - 766
      Eat less often to stretch food or food money - 939
      Been hungry due to lack of food - 571
      Run out of food stamps before the end of the month - 1150
      Receive emergency food - 720
      Buy less nutritious, cheaper food items - 1336
      Now participate in commodity cheese giveaway - 1574

6. PROGRAM PARTICIPATION USAGE

Program Name	Occasionally	Regularly	Totals
Food Stamps	263	950	1313
Surplus Commodities	529	1060	1589
School Breakfast	68	154	222
School Lunch	117	699	816
WIC	210	454	664
Elderly Nutrition Program	138	79	217
Other Congregate Meals	101	26	127
Food Pantry	506	139	645
Home Delivered Meals	45	16	61
TOTALS	2087	3767	5654

III. ANALYSIS OF SIGNIFICANT RESPONSES

7,900 questionnaires were distributed; 2,239 were returned for inclusion in the study. Of the returned questionnaires, 63 were rejected due to lack of information on vital sections of the questionnaire. 2,176 questionnaires, therefore, become the total pool for analysis.

Analysis of the questionnaires followed a four step procedure. First, the questionnaires were coded manually for computer use. Second, the coded forms were recorded on a data management software by computer. Third, separate tabulations and cross tabulations were asked of the 2,176 questionnaires. Finally, analysis of the tabulated information was conducted by WNP staff.

One of the most startling statistics was that 87% of the low income single heads of households were women. This total validates other studies indicating the incidence of the feminization of poverty in Wisconsin.

Program usage was also an area that had interesting statistical results. Only 44% of low income older individuals responding indicated occasional or regular use of the Elderly Nutrition Programs.

"The Survey of Older Wisconsin Residents, 1981" compiled by the Wisconsin Department of Health and Social Services Office on Aging, seems to corroborate this finding. The Department's 1981 study found that of the 2,346 questioned, 45.9% had not heard of the Elderly Nutrition Programs.

According to professionals working with the Elderly Nutrition Program this low percentage might represent hesitancy on the part of older individuals to use such programs, strong desires not to demonstrate their low economic status, and/or value systems which reject "government hand-outs".

"The Elderly Nutrition Program Study", February, 1983, conducted by the WI Dept. of Health and Social Services, Division of Policy and Budget, found that of the barriers to participation in congregate programs, the most often cited barrier was the disinclination of older individuals to participate in any government programs.

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The question must be asked, however, if there is hunger among the other 56% of our group of elderly low income respondents who do not participate in the Elderly Nutrition Program.

> Three older couples who receive food stamps cannot stretch their food stamps through the month. Each couple has one person who is diabetic. We have not found it possible to supply the foods necessary for those diets, and still serve the larger numbers who have no health limitations.
>
> --Beloit Episcopal Church

The Commodities Program was the most frequently used program. 73% of those responding indicated occasional or regular usage of the program. This percentage might be above average, since the questionnaires were often administered by agencies that operate the Commodities Program at distribution sites. Although 1,574 persons said that they participated in the cheese giveaway. Advisory Committee members involved in the program reported that they could serve more people if more commodities were made available.

The Food Stamp Program was second in rank of usage with 61% of respondents indicating regular or occassional participation. Of this group of Food Stamp participants, 81% stated that they ran out of food stamps before the end of the month. The responses also showed that 81% of the respondents who indicated regular or occassional use of the Food Stamp Program also indicated occassional or regular use of the Commodities Program. In addition, 42% of Food Stamp participants occasionally or regularly participate in food pantries. These responses indicate that Food Stamp allotments do not adequately meet the needs of its participants.

Results concerning usage of congregate meals sites appeared to be under reported based on WNP staff's awareness of reports citing increased participation at these sites. Many of those administering the questionnaire or those responding to the question must not have understood what was meant by the term "other congregate meals". This term referred to places that served emergency meals. We deliberately chose not to use a term such as "soup kitchen", which was felt to convey only one type of meal site and did not represent the broad category of emergency congregate meal sites. This may have seriously skewed responses. Also, it is believed that the home meals category is low, because participants who use home meals were not available to respond to the questionnaire.

Of the 31% of the participants who indicated regular or occasional participation in the WIC Program, 75% stated that they felt the program adequately met their needs. This is a very positive reflection on the effects of this unique nutrition program for women, infants, and children.

Disturbing responses were found with regard to the School Lunch and School Breakfast Programs. 1,119 of those questioned indicated that they have never heard of the School Lunch Program or have heard of the Program but have never participated. These results are surprising because nearly every school in the State participates in the School Lunch Program and the Program has been in existence for over 30 years. As well, it is not an entitlement program and is available to all children, regardless of income. In addition, these same 1,119 were households who indicate that their children go to school without a bag

lunch. Not as surprising, was the fact that 27% of households responding stated that they have children going to school without breakfast. The School Breakfast Program has never been strong in Wisconsin.

Of those who responded with children under 18, 50% said that they used food pantries regularly or occasionally. In fact, 29% of the total surveyed stated that they used food pantries occasionally or regularly. It should be noted that most pantries are operated by charitable organizations with limited resources who often restrict participation in some manner as a way to stretch their meager resources. Therefore, respondents may have been in need of emergency food more often than they were able to utilize the pantries due to these restricitons.

The questionnaire asked how many participants grew their own food and how many dried, canned, or froze food. 77% of all respondents stated that they were doing these activities, indicating a large number of low income persons trying to be more self-sufficient in securing adequate food. Of the group that was gardening, 32% were from cities of 25 000 or more persons, indicating people outside of tradtional farming and rural communities are involved in raising their own food.

One of the questions asked on the survey was whether respondents skippped meals; 776 answered that they had skipped meals. However, many of those stating that they skipped meals also stated that their children did not. While the question did not distinguish bewtween adult and child, respondents deliberately wrote in such comments as "not children" or "adults only".

As well, the questionnaire did not ask respondents who specifically in the household skipped meals or was hungry. Of the 776 who responded that they did go without food, WNP staff were concerned that some of these people may be pregnant or breastfeeding women who require additional food to maintain adequate nutritious diets. In terms of maternal and child health, further investigation into the numbers in these high risk groups who are lacking food or going without food is needed.

Another question in this same vein was whether the respondents ate less often to stretch meals. 939 stated that they did, in fact, eat less often. Also, 26% of the total number of respondents said that they have been hungry due to lack of food.

The survey asked how many persons needed a special diet for their health and how many were unable to maintain this special diet. Of those who need a special diet, 40% could not maintain that diet because of economic reasons. Again, the survey did not indicate if these persons were older individuals, pregnant women, breastfeeding mothers, or other special groups in the population. Comments submitted by several respondents indicated that the cost to maintain the diet was a major problem, e g. high-protein foods, like meat, were required by the diet but too expensive for the respondent.

> Can't afford fish diet told by doctor. . .diet food very expensive.
>
> --low income survey respondent
> Wood County

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The survey also asked the question if in the past 6 months there were food items normally purchased that due to money shortages respondents had to cut back. 1,685, 77% of the total number of respondents said that they did cut back on food purchases. The questionnaire further asked what specific items had been cut back. Meat was the most often cited food item, with 1,473 responses or 87% saying that they purchased less meat. Of the other food items listed, 35% cut back on vegetables; 33% cut back on fish; 40% cut back on dairy products; and 19% cut back on various food items under "other" category. Although fruit was not an item listed on the survey, 15% of the respondents wrote in this item as a food they had cutback. This seemed surprising considering that the survey was administered during the summer months when fruit is plentiful and least expensive in Wisconsin. The 40% cutback on dairy products may be attributable to respondents' participation in the commodities program which provides cheese, butter, and limited amounts of dry milk.

In summary, the survey of low income people has provided some sobering statistics to demonstrate the hunger problem in Wisconsin.

Programs such as the Food Stamp Program do not appear to adequately meet the needs of participants. Children are going to school without breakfasts and/or are not eating lunches. Parents are skipping meals to save on food costs. Persons on special diets for health reasons are not able to maintain these diets for financial reasons. Many persons are cutting back on food items, particularly meat. Nearly one third of the persons surveyed said that they now had to use food pantries. Almost ninety percent of single head of households are women, indicating that the feminization of poverty is a Wisconsin phenomenon as well as a national one.

I have a hard time getting around and unable to get food on my own. I have gone to the food bank with my mother and have been given very little. I have had trouble getting clothing or personal needs. I am presently handicapped and have no means of self support.

--low income survey respondent
Milwaukee County

My child of 4 has cancer and due to chemotherapy needs food. . .cutbacks are dangerous.

--low income survey respondent
Dane County

I am separated from my husband and I'm really having a hard time. I work as a teacher's aide. My checks go according to the hours I put in. We don't get paid for ten days off for Christmas or one week off at Easter. By the time I pay rent, gas, lights and phone plus a large bill from my husband, there just isn't money for food.

--low income survey respondent
Milwaukee County

ATTACHMENT B

WISCONSIN NUTRITION PROJECT INC.

TO: House Education and Labor Committee
Human Resources Subcommittee
FROM: Carol Croce, Executive Director
DATE: February 19, 1986
RE: Community Food and Nutrition Program reauthorization

As an agency that formerly received Community Food and Nutrition Project (CFNP) funds, I wanted to take this opportunity to comment on the proposed reauthorization of CFNP. Specifically, I want to comment on successful CFNP activities in Wisconsin that ceased when funding was terminated; and possible activities that could be conducted if reauthorization and funding were available.

As a CFNP grantee, the Wisconsin Nutrition Project (WNP) provided training and technical assistance on a wide variety of food and nutrition issues and activities to community organizations and low income groups, such as Community Action Agencies, welfare rights organizations, human service agencies and independent community-based non-profit groups. Trainings ranged from such "nuts and bolts" sessions as starting a community gardening program and establishing a food pantry; to developing leadership skills among low income participants that enabled them to be more effective organizers in their communities around nutrition issues. Other trainings provided updated information on changes in federal food program policies and regulations that provided community organization members with the necessary knowledge to be effective advocates for program participants. These trainings no longer exist. WNP has tried, in a very limited capacity, to continue providing technical assistance, but usually only when requested and paid for by a sponsoring agency. Most, if not all, low income groups can't afford to sponsor such trainings and many community organizations no longer have budgets that can accommodate these sessions.

As a result, the current knowledge about food programs among community organizations has diminished considerably, limiting their ability to effectively advocate for participants and/or make appropriate referrals to other resources. Lack of adequate technical assistance has affected the initiation of new programs that help foster self-sufficiency among low income people such as community gardens and food-buying cooperatives. Technical assistance was also provided to groups who were interested in increasing food and nutritional health resources available to low income families such as establishing a School Breakfast Program or starting a Summer Food Program. For example, CFNP funds supported successful efforts to establish a School

Breakfast Program in Milwaukee. The Program has now expanded to every school in the city ensuring that all low income children have access to a nutritious morning meal. Unfortunately, similar campaigns have not been pursued despite Wisconsin's very low participation rate and the demonstrated link between poor morning nutrition and failure to learn and concentrate in the late morning.

Community Food and Nutrition Project support was also invaluable in maintaining an active, statewide network of community advocates and food program participants who worked together on food and nutrition issues of mutual concern and statewide impact. For example, the network used to work on increasing food stamp participation, especially among segments of the low income community, such as the elderly, who underutilized the program. The network has become fragmented as funds have dwindled (or disappeared) to support activities that brought people together to develop the necessary strategies and actions. As well, funding to promote efforts that have a statewide impact are more difficult to obtain from local sources who want to see results only in their immediate communities.

I strongly believe there is still a need for the types of activities that could be supported by CFNP. In December, 1984, the Wisconsin Nutrition Project completed a year-long study, Hunger in Wisconsin, documenting the incidence of hunger in our state. The study surveyed food pantry operators, emergency meal providers, surplus commodity distributors, WIC nutrition educators and 2,200 low income people about their experiences, both professional and personal, dealing with hunger and inadequate diets. Several recommendations resulted from the report, many of which I feel would be appropriate CFNP activites.

The data from several WIC educators and low income families indicated that people with high nutritional needs were not always participating in the food stamp program although they were apparently eligible. A possible CFNP activity could be targeted outreach efforts to increase participation among two groups with these high needs, children and pregnant women. We have found, through some of our other research, that low income pregnant women seeking assistance often do not contact their local Social Services Department until their last trimester when they become eligible for AFDC. Often it is at this time that they also apply for food stamps and learn about their eligiblity for Medical Assistance (Medicaid). Unfortunately, at this late date in their pregnancy, they have not taken advantage of the nutritional benefits of the food stamp program nor the prenatal care provided by Medical Assistance. Early participation can have a positive, healthy effect on the baby's birth weight and subsequent nutritional health as well as the overall nutritional health of the mother. Increasing the participation in food stamps among children can only help to improve their nutritional health and well-being and prevent serious physical conditions requiring costly medical attention.

Community Food and Nutrition Project funds could also be used to promote nutrition education and screening for low income children and youth through Wisconsin's HMO Initiative. Our state has been active in utilizing Health Maintenance Organizations (HMO's) to deliver Medical Assistance services to AFDC recipients. A major focus of

HMO's is the promotion of preventive health measures and consumer health education. Screening children for nutritional deficiencies or potential problems, coupled with appropriate treatment, can prevent more serious and debilitating conditions from developing. Nutrition education, especially if it is targeted to the specific needs of low income families with limited budgets, can contribute to improved health for the entire family. While the Early and Periodic Screening, Diagnosis and Treatment (EPSDT) Program provides some of these services, it is limited in its scope and availability to all family members. As well, there is a need to more aggressively promote the EPSDT Program among health care providers as only 9% of those eligible for the service receive it in Wisconsin.

Another issue that arose during the data analysis on our Hunger in Wisconsin study was the lack of knowledge about other food and assistance resources among emergency food providers, especially food pantry operators. Unaware of available services in their communities, pantry workers did not make referrals to agencies or resources that could have assisted their clients with non-emergency needs. For example, pregnant women seeking emergency food weren't directed to the WIC office or told they might be eligible for prenatal care coverage. Unemployed families (a growing user group of food pantries) may not be aware that their children are now eligible to receive their school lunches for free or at a reduced price. The same family might also be able to benefit from the Expanded Food and Nutrition Education Program (EFNEP) who provide such services as budget counseling in addition to nutrition education to low income families. A possible CFNP activity could be to provide training and technical assistance to food pantry workers on resources available in their communities and basic eligibility requirements, to enable them to make appropriate referrals to needed services. Since social service outreach activities are very limited these days, utilizing food pantry networks is an excellent opportunity to reach a poor population that is often difficult to identify and assist.

I hope these comments will be helpful during your deliberations on reauthorizing the Community Food and Nutrition Program. In the past CFNP provided valuable food and nutrition services for Wisconsin's less fortunate citizens and I believe it has the potential to support activities that will enhance the nutritional health and well-being of low income families. I hope you will act favorably to reauthorize CFNP. I thank you for this opportunity to comment.

Community Coordinated Child Care
1355 South Third Street • Louisville, Kentucky 40208 • (502) 636-1358

THE CHILD CARE FOOD PROGRAM

Testimony By:

Linda Locke
Nutrition Director

June 25, 1986
Room 1300
Longworth House
Office Building
Washington, DC

A JOINT PUBLIC HEARING ON H.R. 4990 HELD BY:

The House Subcommittee on Domestic Marketing,
Consumer Relations, and Nutrition
Leon E. Panetta, Chairman

The House Subcommittees on Elementary, Secondary,
and Vocational Education
Augustus F. Hawkins, Chairman

The House Subcommittee on Human Resources
Dale Kildee, Chairman

The House Subcommittee on Science, Research,
and Technology
Doug Walgren, Chairman

The House Select Committee on Hunger
Mickey Leland, Chairman

Mr. Chairman and Committee members, I am Linda Locke, Nutrition Director of Community Coordinated Child Care of Louisville and Jefferson County, Kentucky. I am also appearing today as the chairman of the National Child Care Food Program Sponsors Forum, which represents family day care home sponsoring organizations across the United States.

We wish to thank Chairman Panetta for H.R. 4990 which will have far-reaching benefits for children throughout the United States. We also want to commend Chairman Hawkins for his constant support of child nutrition programs as evidenced by H.R. 7, and Chairman Leland for his support of both of these bills. We also wish to express our thanks to Chairman Walgren for his work on the Nutrition Monitoring Bill. On behalf of the child care community, I express our deep appreciation to each of you and to all of the Committee members as you work together to provide for the needs of our nation's children. I am pleased and honored to have this opportunity today to share with you how the Child Care Food Program [CCFP] affects the children we serve.

4-C is a private, non-profit United Way agency which coordinates services for young children. We are dedicated to quality care for children in the belief that every child should have the opportunity to achieve his or her maximum potential. In pursuing this purpose, 4-C coordinates and develops resources for young children, gathers and disseminates information on Early

Childhood and serves as an advocate for children and families. To achieve these goals, 4-C has developed these programs: (1) Purchase of Child Care (2) JTPA Day Care Job Training (3) 4-C Nutrition Program (4) Special Education and Early Intervention Services (5) Learning Resources Center and (6) Child Care Information and Referral Services.

The 4-C Nutrition Project serves as an Umbrella Sponsor in the Child Care Food Program [CCFP]. We currently sponsor 53 child care centers in Jefferson County and 49 family day care homes located throughout Western Kentucky. Combined, they serve meals to nearly 4,000 children each month. In Kentucky nearly 65% of the children served in the CCFP are considered low-income.

The Child Care Food Program (CCFP) is the only federal program which establishes nutrition standards for meals served to pre-school children in child care. It is an important part of the federal effort to protect the nutritional health and well-being of our nation's children. Through the benefits of this program, children in Head Start programs, child care centers, and family day care homes have a greater opportunity to learn, grow, and to fulfill their potentials.

My experience with the Child Care Food Program has been with child care centers and family day care homes (FDCHs). I would like to take a moment to discuss the physical differences between day care centers and family day care homes. Child care centers

care for larger numbers of children than family day care homes. The centers may be housed in churches, community centers, commercial buildings or large renovated residences. Centers may have few or many employees. The physical space of the building is structured for and allocated to the children. According to 1980 census data, 1.5 million children are in center-based care.

Family day care homes, however, are operated by one person caring for a small group of children, typically six or less. The child care arrangements are in the residential home of the provider. Nationally, a significant number of the children in family day care are under the age of three. According to 1980 census data, 5.5 million children are cared for in family day care homes.

In Kentucky, a family day care home must meet state licensing standards if the group of children exceeds three. Licensing of family day care homes is particularly important because it sets health and safety standards for children. When homes are licensed, we are able to monitor what is happening to children and to work toward a system of care that meets their needs while protecting and nuturing them. Having licensed day care slots is critical for Kentucky - a state that in 1980 had 41,215 licensed slots and 187,363 children under six with parents in the workforce.

I want to emphasize that the Child Care Food Program has been

the single most important program for monitoring Family Day Care Homes and getting them to become licensed. The Child Care Food Program is invaluable for the nutrition benefits that young children receive, and is the only national system which is initiating and supporting a formal monitoring system for children in family day care.

There are two provisions in H.R. 4990 which will significantly impact the Child Care Food Program. These are the restoration of an additional meal or supplement, and the five-cent increase in the breakfast reimbursement. I would first like to address the additional meal or supplement. This would add back one of the two meal services cut in 1981.

The majority of the child care sites that we sponsor would again serve a morning snack. Most of their children arrive between 6:00 a.m. and 7:30 a.m. It has been a hardship on these children to have no morning snack available. Currently, children who arrive early may wait up to two hours before eating breakfast, and another three hours before eating lunch.

I would like to read a letter from the Director of California Area Family Development Center that is in the ParkHill Housing Project. (Photo attachment #1 and #2)

> ". . .We are presently serving sixty-two children daily [who are] primarily from low income, single parent families. The majority of our children have been classified as neglected or abused. Because their home life is so often not conducive to the needs of the children, the Child Care Food Program is vital to their

- 4 -

> welfare. Far too often, the nourishing meals provided at the center are the only ones the children receive. The addition of a fourth meal daily would be extremely beneficial to our children. It would enable us to provide a mid-morning snack. Our current scheduling of meals with breakfast served at 7:00 a.m. and lunch at noon often causes an uncomfortably long wait, particularly for the younger children. A mid-morning snack would alleviate the wait and enable the children to better focus on the educational program activities. Learning cannot take place if children are hungry."

Family day care providers are also caring for children who are receiving perhaps their only nutritious meals from the Child Care Food Program. Bonita Slaughter operates a family day care home in Louisville. She writes: (Photo attachment #3 and #4)

> ". . . The children that I care for are all from low income families and these meals really help the child to get most of his daily needs. . . . I often ask the children what they had for dinner, and they sometimes would respond and say kool aid, potato chips, cupcake, hot dog and bread. This is the best that some of my parents can do. . . ."

Many homes are open late to accomodate parents who work evening shifts, overtime, or odd hours. Children of these parents usually stay in the home longer hours and may be present for all three meals.

Wanda Coats is a single parent who operates a family day care home in Louisville. It is her only source of income. Her home is open during the day, in the evenings and on Saturday. She writes: (Photo attachment #5)

> ". . . I have two single parents [whose children I care for] that the added meal would benefit. . . . Some of the children I care for, these are the only balanced meals they have. This program is much. . . needed."

The restoration of one meal or supplement per day would make it possible to provide for the nutritional needs of children who are spending ten to twelve hours per day in child care.

The director of Ashland Child Development Center in Ashland, Kentucky, writes about the family day care homes that her agency sponsors:

> "Many of our parents travel a long distance through the mountains to their work. The child may be at the day care home a total of eleven hours or more. An additional supper meal service would spare the child from going hungry until he or she arrives home."

The second provision in the H.R. 4990 that would significantly impact children in child care is the five-cent increase in the breakfast reimbursement.

I would like to call your attention to a 1983 U.S. Department of Agriculture study of the Child Care Food Program. Their study documented that the CCFP reimbursement, on the average, covers only 36% of the food service costs in child care centers and 35% of the food service costs in family day care homes. The report also noted:

> ". . .Food service costs in family day care are considerable higher than that of center-based care [$2.54 vs. $1.57 per lunch]. The reimbursement rates for family day care are intended to be sufficient to cover costs. . ." [but] ". . .the rates for food service costs [in family day care] are not sufficient to cover both food and labor costs as specified in the legislation."

Florine Williams operates Wonderland family day care home in

Louisville. She writes: (Photo attachment #6)

> ". . .seven of the ten children presently enrolled in my home are from single parent households. I am also a single parent. I realize that of the meals the children receive, the better ones are served here. Children arrive as early as 6:00 a.m. and wait several hours before others arrive and breakfast is served. . . . The additional [five-cent increase] would allow me to serve a greater variety at the breakfast meal [that would] include more eggs as well as fruits and vegetables. . . ."

Emma Tilford also operates a family day care home in Louisville. She provided the following information: (Photo attachment #7 and #8)

> "I have kept children for years. . .now its my only income since my husband passed away. I used to feed the children potato chips and sandwiches until I went on the Food Program, and now I serve a full, hot meal. . . I have one or two children that the meals I serve are their only good meal they have, since their parents can't supply the foods they need. Without the Food Program I could not serve a full meal - I couldn't afford it. . ."

Presbyterian Child Development Center in Louisville provides child care for marginal income working parents and protective service clients. The area they serve has a 70% unemployment rate and 80% of the population is female head of household. Two-thirds of the children they serve are placed in the center by the courts because of documented abuse and/or neglect. The director writes:

> "A typical child arrives early at the center so that he might receive breakfast. An increase in the breakfast rate for the center would mean that we could provide more protein and more varieties of fresh fruit. For some of the children, the lunch and afternoon supplement are the major meals that they

receive during the day. . . ."

The breakfast rate increase would assist child care providers as they work to meet costs and to expand the varieties of foods served to children.

I would like to briefly address an area of concern that is not addressed in H.R. 4990. That is the issue of bonus commodities.

As USDA regulations now state, Child Care Food Program participants (who receive cash in lieu of commodities) may only receive the bonus dairy commodities. These consist of butter, cheese, and non-fat dry milk. We may also receive honey.

As we understand the USDA commodities system, regular commodities that are stockpiled are declared to be "bonus." These, however, are not available to CCFP participants. Since these commodities have been officially declared "bonus", we would like to see them become available to the children we serve. Some of the items that have been declared "bonus" in the past year are: raisins, canned beef, flour, potato flakes and rice.

We understand that regular commodities are not available to us because we do receive cash in lieu of commodities. However, it seems that USDA would save warehousing costs and stockpiled commodities would be efficiently utilized if bonus commodities were to be made available to Child Care Food Program participants.

In summary, we commend these committees for their constant support of child nutrition programs and for looking at measures to remedy some of the critical shortages wrought in 1981. We support H.R. 4990 which will make a far reaching investment in the future of our nation's children. On behalf of the thousands of children served in the Child Care Food Program, your continuing commitment to this program is recognized and appreciated. Thank you for allowing me this time to present my views.

Statement by J. M. Dodds
Director, Nutrition Surveillance Program
New York State Department of Health

Testimony presented to the
Committee on Agriculture
Subcommittee on Domestic Marketing,
Consumer Relations, and Nutrition
U.S. House of Representatives

On the Hunger Relief Act of 1986
June 25, 1986

Good Afternoon! I am Dr. Janice Dodds, Director, Nutrition Surveillance and Services Program of the New York State Department of Health's Bureau of Nutrition.

I want to thank you for providing the Department with the opportunity to present testimony pertinent to the Hunger Relief Act of 1986. Our efforts in surveillance have been received by colleagues cautiously at first and with greater enthusiasm after a year of use. We welcome the chance to share our insights and work so others may build on it as we all endeavor to allocate our limited resources to reach the people with the greatest risk for hunger and poverty.

In 1982, the Governor established a six month Nutrition Watch Committee to investigate nutrition problems in New York. The Committee determined that there was a problem with hunger and malnutrition but there was little information being collected systematically to describe its extent and intensity. In 1983 two small studies were carried out under the title of "Hunger Watch" which further described the State's hunger problem. Thus, in State FY 1984 Governor Cuomo initiated the Supplemental Nutrition Assistance Program (SNAP) at a proposed eventual funding level of $35 million. In 1984, SNAP was begun at $7.5 million and in 1985 continued at $17.5 million. In addition to providing money for food to people,SNAP supports the work of the Nutrition Surveillance Program which was established with the purpose of:

> "...regular and timely collection, analysis, and reporting of data on nutritionally related diseases in the population, in order to help support, improve, and guide decisions about appropriate intervention programs and policies."

The three vulnerable populations which were identified for primary attention under SNAP were the frail elderly, the homeless and destitute, and low income women, infants, and children. Because little had been done in a systematic way to describe the nutrition needs of the frail elderly and the homeless and destitute, the Nutrition Surveillance Program focused on these two groups in the first year.

The reason for establishing a surveillance system is to provide policy makers with information to aid them in decision-making. Often there are a set of funds questions:

1. What is the total amount of money needed to alleviate nutrition problems in the state, hunger being the most urgent one?

2. How would we divide the funds among high risk groups? This of course was the question of block grants.

3. Where would the funds be allocated or targeted?

4. What service delivery system would be used to deliver the service, in this case food?

The second set of questions is descriptive questions and relates to the funds questions as well. They are:

1. What is the total need?
   How many hungry people are there?
   We used the question, number of days without eating, as our indicator. We also used the number of main meals in a week expecting 7.

2. Where are they located?
   The basic geographic unit is county and with some areas neighborhood.

3. Are there levels of severity (the nature and extent) so that subgroups could be prioritized?
   What is the relationship between hunger and malnutrition:

4. Why are they hungry?
   Answers to this lead to designs of intervention. They answer the question: What would it take to eliminate the problem or say 90% of it?

5. How are we doing relative to total need, and is the need changing over time?
   At the state and local level we must assume that there will be no additional resources. Therefore, we are planning to use current data sources which include census, vital statistics, extrapolation of national prevalence figures and special state data sets. In New York we have a dataset which consists of a tabulation of the five primary diagnoses of each discharge from the hospitals. These frequencies can be sorted by county and by age and sex. I will describe later how we have used this.

A diverse nutrition assessment of the frail or home bound elderly enrolled in the SNAP program between October to February was carried out by personnel from the Area Agency for the Aging. Two thousand one hundred sixty-four assessments were completed and analyzed by Cornell University under contract with the Surveillance Program; 699 were from New York City. The items on the assessment included socio-demographic information, (age, sex, ethnicity, income, living alone), reported height and weight, drug use, diagnoses and health information, food frequency. The two questions used as nutrition problem indicators involved the number of hot or main meals each person had per week, whether they had any days without food during the week before and, if so, how many.

Data from Baseline Assessment Data--SNAP

Persons participating in the elderly assessment were 60 years of age and over. Both statewide and in New York City 5% of the population was over age 90. The participants from New York City tended to be somewhat younger than New York State as a whole, i.e., 23% of New York City persons surveyed were in the 60-69 age range compared to 20% statewide. Thirty-three percent were in the 80-90 age group in New York City compared to 35% statewide.

There was a large percentage of New York City residents who had completed 8 years of education or less (49% compared to 45% statewide) and a smaller percentage with 9-12 years of education--37% in New York City and 40% statewide.

Twenty-eight percent of the New York City sample were Black or Hispanic compared to a statewide sample of of 11% Black and Hispanic in the SNAP population.

Eighty-one percent of the New York City sample lived alone and received a mean monthly income of $506. These figures compare with 79% living alone statewide with a mean income of $498. In both the New York City sample and the statewide sample 10% lived with a spouse only. In 5% of the households the elderly person lived with another dependent person.

The New York City elderly person was more likely to live in public housing than the elderly statewide--18% New York City compared to 9% statewide. Forty-three percent of the New York City residents lived in private apartments whereas 43% of statewide elderly lived in one family housing. A similar percentage--3% New York City, 2% statewide had no food preparation facilities in their home.

The most startling findings of the Baseline Data collection regarding persons subsequently going on the SNAP Home Delivered Meal Program was the number of elderly persons who go days without eating and the number of elderly persons who eat less than seven hot meals per week.

Twenty-one percent of such elderly persons in New York City go one or more days without eating. Statewide, 19% of the persons surveyed go one or more days without eating.

In New York City 44% of Frail Elderly in the survey eat less than seven hot meals per week. Statewide, 25% of this population eat less than seven hot meals per week.

The factors that are predictive of the probability of having days without eating are minority status, lives alone, income below poverty level, receive food stamps, need help in preparing food, stay indoors and frequent falls.

From this experience and using epidemiological methods, we developed a composite of rates that we called the Disease Adjusted Age Specific Frailty Rate for each county, referred to henceforth as the Frailty Rate. It is composed of the rate of people over 60 who are minority, below 100% of poverty, over 85, and over 75 living alone. Then we compiled the number of people over 60 discharged with any one of a list of diagnoses which effect nutritional status, involve nutrient deficiencies, or have a nutrition-related component, again listed by county. This information was expressed as a rate for the total number of hospital discharges. These socio demographic and illness rates were added to comprise the Frailty Rate. The beauty of this rate is that it accommodates for small numbers of people over 60 in a geographic area by making it the denominator and thus describes the intensity of need geographically. Interestingly, Franklin county a small county has the highest Frailty Rate with New York City second.

We have used this in a variety of ways to assist us in resource allocation. We ranked the counties by their DAASF rate and looked at the distribution by quintiles. From this we observed that in our first year of funding we reached very few of the counties with the highest frailty rates or those in the fifth quintile.

In the allocation of funds the second year, carried out through a competitive RFP for the frail elderly, 25 points of 100 were determined by the DAASF county ranking and rate. The maximum number of points a county was assigned was 25 and the least was 9.2. This gave an advantage to counties with a large proportion of frail elderly regardless of the actual number. The process resulted in more counties being funded in the fifth quintile but counties in the lower quintiles were funded as well.

This year we are in the process of administering (1) a revised baseline assessment on the new SNAP enrollees from October to February, (2) the needs assessment with a comparison group of home delivered meal recipients funded by Title IIIc, and (3) a self assessment during December at congregate sites across upstate New York. Forms will be administered in New York City in February or March.

The Homeless and Destitute were an altogether different problem. We did not have the structure comparable to Area Agencies for the Aging and decided to start by generating a list of all the emergency food relief sites across the state. This was done county by county and New York City. It was surprising to us to see the number of units of service being delivered upstate. Many people assumed that this was a New York City problem. There were 75,219 units of service per week from 257 programs being delivered in New York City and 66,357 units from 949, programs almost four times the number in New York City, delivered upstate. This totaled 1,206 programs and 141,576 units of service per week. (See Table 1) When the units of service per week are expressed per 100 people below the poverty line, New York City does half as well as the Buffalo Region even though the units of service per week per 1,000 population is the same (10.7 and 10.9). (See Table 2) Conversely, the New Rochelle Region, which includes the counties outside New York city, does better when the units of service per week are expressed per 100 people below the poverty line, from 3.4 to 5.4. Families appear to use food pantries more often than soup kitchens. Less than 50% of the users were elderly and women used both types of sites evenly. (See Figure 4.)

Currently we are telephoning monthly or quarterly a random sample of 350 emergency food sites across the state for their units of service. The calling began in July. I have attached a copy of our 6 month report. It shows the increased supply in November and December. We don't know whether the other months reflect the people who are most hungry or whether the number is closer to November and December, when they know there will be food and it is worth the humiliation.

Again, with estimates of unmet need as an objective of the program, we endeavored in the spring to come up with a way to estimate need by county in order to figure out a more appropriate way than dividing the total amount by 6--(the number of food banks). We chose to use the number of people unemployed, the number of food stamp participants, the WIC eligible population each receiving a 1/6th weight, and the number of frail elderly receiving a weight of 1/2. The first three factors are known to overlap, whereas the elderly are poor users of food stamps and would not overlap in the other two categories. The totals in each of the counties that a food bank serve were totaled and this determined the proportion of money allocated among the food banks.

This surveillance information is also being used to formulate interventions where problems exist. One intervention is delivering food and another is nutrition education. As one who designs, implements and will monitor interventions, and as the President-elect of the Society for Nutrition Education, it has been painful to watch the slow dismantling of two strong nutrition education programs, the Nutrition Education and Training program (NET) and the Expanded Food and Nutrition Education Program (EFNEP). Through the NET program we reach children at very teachable times in their lives and provide them good food in the school meals program and teach children about good food in the classroom. We have been able to reach 25,982,111 children by training 798,973 teachers and 468,094 school food service workers.

Unfortunately, the progress made by the NET Program thus far is threatened by the continual decrease in program funding. Over the years NET funding has decreased as follows: FY78 and 79 $26 million, FY80 $20 million, FY81 $15 million, FY82 to the present $5 million. This decrease in funding has meant that fewer teachers, school food service personnel and students are being reached with nutrition information. The program's success is also threatened by the fact that for the past few years the Administration has recommended $0 funding for the program. It is difficult to maintain on-going programs and to develop long-range plans when the program's very existence is in question.

Through EFNEP families are taught the coping skills that they need with individually tailored programs and continuous teaching until they have demonstrated the application of the concepts. Given the economic fragility of these families', their coping and resourcefulness must continue at the highest level possible. Please enter the Society for Nutrition Education EFNEP position paper into the record.

Although the Nutrition Surveillance Program started off in uncharted territory a little over a year ago with little idea of what product we might develop, we have been pleasantly surprised, with the usefulness of our efforts to date. However, data does not take away the sting of inadequate resources for all the people who need it that a decision-maker must face. But it does ease the sleepless nights that arise from whimsical conclusions drawn from the bizarre and outrageous.

I would be happy to take any questions.

(Attachments follow:)

Table 1: NUMBER AND RELATIVE SIZE OF EMERGENCY FOOD RELIEF PROGRAMS IN NEW YORK STATE

	New York City	Upstate	New York State
SOUP KITCHENS			
Number of programs	106	85	191
Total number of meals/week	56702	34080	90782
FOOD PANTRIES			
Number of programs	151	864	1015
Total number of people/week	17612*	32276*	49888
EMERGENCY FOOD RELIEF PROGRAMS			
Total number of programs	257	949	1206
Total units of service/week	75219	66357	141576

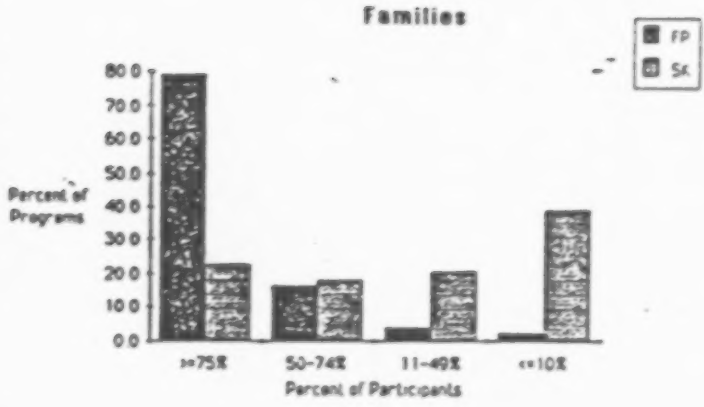
*6 pantries had missing values for units of service

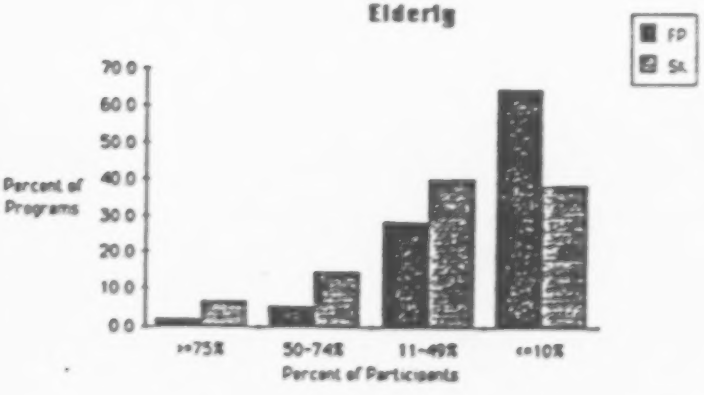
*10 pantries had missing values for units of service

Table 2: DISTRIBUTION OF EMERGENCY FOOD RELIEF ACTIVITIES BY PUBLIC HEALTH REGION, POPULATION, AND POPULATION LIVING BELOW THE POVERTY LINE*

Public Health Region	Programs Number	Programs %	Units of Service/Week Number	Units of Service/Week %	Units of Service/Week per 1,000 Population*	Units of Service/Week per 100 People Below Poverty Line**
1. Buffalo	169	14.1	18192	12.9	10.9	10.6
2. Rochester	108	9.0	11314	8.0	9.3	10.4
3. Syracuse	204	17.0	12951	9.2	7.5	6.9
4. Albany	183	15.2	8088	5.7	5.8	5.6
5. New Rochelle	285	23.7	15812	11.2	3.4	5.4
6. New York City	257	21.0	75219	53.1	10.7	5.4
NEW YORK STATE TOTAL	1206	100%	141576	100%	8.0	6.2

* This information is presented by county in Table 2A) in Appendix B.
* 1985 population estimates by county: 1983/84 N.Y.S. Statistical Yearbook, 10th ed.
**U.S. Bureau of the Census, "1980 Census of the Population"





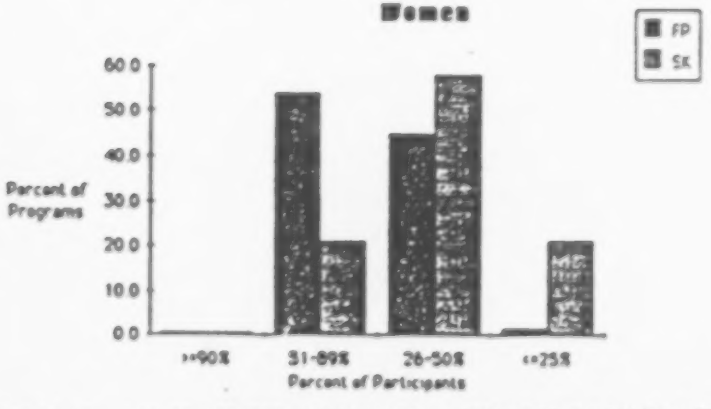


FIGURE 4: CHARACTERISTICS OF PROGRAM PARTICIPANTS BY PROGRAM TYPE

Table 5: CHARACTERISTICS OF PROGRAM PARTICIPANTS BY PROGRAM TYPE

Proportion of Participants Who Are:	Precentage of Programs Food Pantries N = 969	Soup Kitchens N = 191
1. FAMILIES		
≥ 75%	79.1	22.8
50-74%	16.0	17.9
11-49%	3.8	20.4
≤ 10%	2.2	38.9
(missing values)	(35)	(29)
2. ELDERLY		
≥ 75%	1.8	6.7
50-74%	5.1	14.6
11-49%	28.5	40.2
≤ 10%	64.6	38.4
(missing values)	(86)	(27)
3. WOMEN		
≥ 90%	0.4	0.6
51-89%	53.7	20.7
26-50%	44.7	58.0
≤ 25%	1.3	20.7
(missing values)	(108)	(22)

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POSITION STATEMENT

Expanded Food and Nutrition Education Program

of the

Cooperative Extension Service

Introduction

The Society for Nutrition Education (SNE) has long maintained an interest in and support for federal food and nutrition programs in the belief that these programs represent an important investment in the health of the nation. SNE also believes that people must have the resources and food buymanship skills to purchase a nutritionally adequate diet in order to effectively use nutrition information. Additionally, SNE has in the past and continues to view nutrition education as a need of all segments of the population regardless of income level.

It is important to note that nutrition education is not merely information dissemination, but rather the transfer of information that ultimately results in changes in dietary practices. In a country where six of the ten leading causes of death are linked to diet, and dental caries and iron deficiency plague much of the population, nutrition education takes on a role of increasing importance.

Currently, there are several federally funded food and nutrition programs with nutrition education components. SNE wants to emphasize the need to continue and strengthen these programs.

Among the federal programs which SNE has consistently and strongly supported is the Expanded Food and Nutrition Education (EFNEP). EFNEP is an integral part of the Extension Service of the United States

Department of Agriculture (USDA). Other Extension components include agriculture, 4-H, home economics and community resource development. EFNEP, a program which is totally directed to nutrition education, embodies and epitomizes the Extension philosophy of "helping people to help themselves". Historically, EFNEP represents Extension's earliest efforts to extend the knowledge base of the land grant college to the inner city and focus on the low income audience. Ongoing and rigorous evaluations of EFNEP and its practices have ensured continued effectiveness and efficiency of program efforts. Examples of the responsiveness of EFNEP to these studies are the national curriculum recently developed by Michigan State and guidelines on program management and reporting, which incorporated record computerization, by New York State s Cornell University.

The major objectives of EFNEP are to assist low income families and youth acquire the knowledge, skills, attitudes and changed behavior necessary for nutritionally sound diets and to contribute to their personal development and the improvement of the total family diet and nutritional welfare. National guidelines, which provide continuity and limited organizational structure, allow individuality among states as each tailors program directions to meet local needs.

Legislative History

EFNEP was initiated by Extension Service - USDA in 1968 with Section 32 funds under the Agricultural Adjustment Act to work with low income homemakers. With a larger appropriation in 1970, EFNEP was established under the Smith Lever Act as an especially earmarked program, a designation it still retains. Also in 1970, the program was expanded

to include low income 4-H age youth. In 1977, EFNEP received its funding under the Food and Agriculture Act and in 1981, under the Agricultural and Food Act. It remains under Smith Lever funding in the Agriculture and Food Act.

Administration and Program Management

Since its inception, EFNEP operations have been guided by Congressional intent, legislative acts and the agreed upon policy of USDA and its Extension Service.

The land grant university of each state, through Cooperative Extension, is responsible for program leadership and implementation. From its inception, EFNEP has recruited and employed paraprofessional nutrition aides, preferably indigenous to the areas, both urban and rural, in which they are to work. Much of EFNEP's uniqueness and strength are derived through this practice. The paraprofessionals traditionally work with a homemaker in the home, making it possible to accurately assess family needs and work toward desired behavioral change.

To implement the program, Extension professionals employ, provide training for and supervise the paraprofessionals as they work individually, in small groups and/or through other appropriate educational methods with homemakers and youth. Most homemakers graduate from EFNEP within 18 months while 4-H EFNEP youth participate in a series of 4 to 12 food and nutrition lessons during program enrollment. Along with their homemaker and youth caseload, program aides are expected to identify and enroll new low income homemakers and youth in EFNEP on a

continual basis. The Extension professionals also work with personnel from other community and food assistance programs in EFNEP both at the local and state levels. Together they establish referral systems which will be of benefit to low income families and individuals, and increase awareness of EFNEP and other available programs.

To extend outreach to low income audiences and provide personal growth opportunities for low income adults and youth, EFNEP's Extension professionals and aides are encouraged to recruit, develop, train and guide volunteers, preferably low income men and women, to assist with direct teaching of adults and youths.

Outcomes

EFNEP currently has operating programs in target areas of 50 states and two territories. As of 1984 and since 1968 EFNEP has enrolled over 2.4 million low income homemakers and 4.2 million youth from low income families.

EFNEP has a 16 year history of success. A Senate mandated evaluation completed by USDA in 1981 found EFNEP had improved nutrition knowledge and food behavior practices of low-income homemakers. More recently, an independent evaluation of three experimental nutrition education methods conducted by SRI International validated significant nutrition knowledge and food behavior changes occurring as a result of teaching procedures used in EFNEP. Evaluations of EFNEP in the various states have found:

- Better management of food resources by homemakers; for example, improved food buying decisions, and food preparation and storage

skills:

* Increases in nutrition knowledge among participants;
* Changes in nutrition and meal planning practices by homemakers;
* Better management of the food dollar by clientele including use of WIC food packages and Food Stamps;
* Improvements in the nutritional quality of meals served by participating families; for example, use of less salt, fewer fried foods and more nutritious snacks; and
* Improvements in program management practices such as increased efficiencies in use of paraprofessional time, use of core curriculum and targeting of resources.

An unexpected benefit of EFNEP has been the opportunity for personal growth of the paraprofessional aide. Many have gone on to complete their GED's, others have secured better jobs while still others have gone on to college. Moreover, all improve their self image and esteem through employment in the program.

Issues

Unfortunately, EFNEP's ability to reach low-income families has suffered in recent years as a result of nearly level funding. This reduced purchasing power of EFNEP funds ultimately has resulted in a decreased number of low-income families and youth being reached by the program.

It should be noted that the 1981 Senate mandated evaluation found that states voluntarily provide an average of 50 cents for every federal dollar which is spent on EFNEP. Therefore, any cut

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in EFNEP funding at the federal level has a much larger impact on local programs than the reduction itself.

Also of major concern is the proposed Administrative elimination of EFNEP from the FY '87 Administration budget. At a time when hunger, malnutrition and increasing food costs are national issues, removal of effective and efficient programs successfully combatting these problems is inappropriate and nonproductive. Rather, the government should consider expanding the funding and scope of such programs.

Positions

1. Maintain EFNEP as an identifiable program in the Smith Lever budget. This capitalizes on the knowledge and support of the program by EFNEP's constituency and legislative supporters. It also preserves the integrity of the funding.

2. Expand EFNEP's scope and funding to enable more low income families to increase their nutrition knowledge, skills and practices, particularly recent immigrants, single parents, working and teenage mothers, and families with young children.

3. Encourage all nutrition professionals to work together in providing low income families with effective nutrition education programs.

On the basis of these positions, the following action steps are recommended:

1. Write letters to legislators.

2. Prepare and present testimony if and where the opportunity arises.

3. Communicate with professionals, community residents and

appropriate others to generate support for these issues.

4. Prepare and disburse accurate and timely news releases on the nutrition educations needs of low income people.

5. Invite congressional representatives to visit local programs.

M. Randall, Mass.
June, 1985 Rev. 9/85 Peg/POSITION
Rev. January 6, 1986
Rev. January 13, 1986
Rev. March 4, 1986

Adapted from:

EFNEP Subcommittee papers (PPAC, 1984)

"EFNEP" USDA, Extension Service, Home Economics and Human Nutrition flyer, Rev. 1984.

"Expanded Food and Nutrition Education Program Policies", USDA, October 1983.

"Testimony to be Submitted to the Record, House Select Committee on Hunger Hearing", San Francisco, CA, July 23, 1984.

Miscellaneous EHE Position papers and letters of testimony.

EMERGENCY FOOD RELIEF SURVEILLANCE REPORT

JULY — DECEMBER 1985

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Conducted by
Division of Nutritional Sciences
Cornell University
for the
New York State Department of Health

April 1986

EMERGENCY FOOD RELIEF

TELEPHONE SURVEILLANCE SYSTEM

One of the ongoing projects of the Nutrition Surveillance Program within the Bureau of Nutrition is a system to collect information on the quantity of service being provided by soup kitchens and food pantries in New York State. The system was developed as a method for determining the extent of hunger in New York.

The first step in developing this system was to conduct a census of all food pantries and soup kitchens in NYS. This was initially done in 1984-85 and the process will be repeated as necessary. The current census has identified 399 soup kitchens and 1236 food pantries operating in New York State. Because of difficulties in defining emergency shelters, we have not included shelters per se in the census.

The second step involved drawing a sample of sites, based on their size and geographic location, to be representative of the public health regions and the boroughs of NYC. The sample currently includes approximately 400 sites.

The third stage involves routinely calling these sites (monthly for soup kitchens and quarterly for food pantries) to obtain basic information on their level of service. Soup kitchens are asked to report the number of meals they served during each day of the previous month and food pantries are asked to report the number of people to whom they distributed food. Subsidiary questions (concerning, for example, the age and sex breakdown of the population being served and whether the site is experiencing difficulty in obtaining food), are also asked, but cannot be answered by all sites.

Reports from this system will be issued quarterly and will be used as one means of tracking the extent of hunger in New York State. For further information contact the Nutrition Surveillance Unit, Bureau of Nutrition, Room 859, Tower Building, Empire State Plaza, Albany, NY 12237, (518)-473-8286.

EMERGENCY FOOD RELIEF REPORT

July - December 1985

Attached is the first routine report of the Emergency Food Relief Surveillance Project being conducted by Cornell University under contract with the NYS Department of Health, Bureau of Nutrition. The report covers the period July through December, 1985. The results are based on monthly reporting from a stratified random sample of 273 food pantries and 98 soup kitchens throughout the state. The sample was drawn from a census taken between November, 1984, and March, 1985, of all known emergency food relief sites.* The figures reported by the sites in the sample have been extrapolated to reflect, as accurately as possible, the situation in the state as a whole.

The figures are reported in terms of the number of meals served at soup kitchens and the number of individuals served at food pantries. Food pantries customarily provide a package for three meals a day for one or more days. Thus, the number of meals provided by food pantries is considerably higher than the reported figures. The numbers in general steadily increased throughout the period. The number of meals served at soup kitchens both upstate and in NYC show an increase in October over previous months. The numbers continue to increase in November and December in NYC, but decrease upstate. It is thought that this decrease upstate is due to the closing of sites during the holidays in November and December, with a subsequent shift in service to food pantries.

The number of participants served at food pantries throughout the state increased dramatically toward the end of 1985, with the upstate food pantries showing an increase of 162% in December over October. The figures for NYC indicate an increase of 32% over the same time period. Much of this increase is thought to be due to the distribution of holiday food packages at Thanksgiving and Christmas. Approximately 30% of food pantries gave out holiday baskets in November and 48% did so in December. These "food baskets" are usually distributed to families known to social service agencies and churches to be "at risk" of suffering from insufficient food. Thus, figures which include such families are possibly a better indicator of the actual level of need than are figures on only those who have made use of emergency food relief sites.

As with any newly developing reporting system, there are problems which to some extent limit the accuracy of this extrapolation. First, not all the sites in the sample were able to report monthly figures -some had closed while others were not able, because of time constraints, to produce figures on numbers served. Data were collected from approximately 88% of the food pantries and 74% of soup kitchens. A second problem relates to the original census of emergency food relief sites which may understate the true number of programs throughout the state. A third problem is the flux in emergency food relief programs, with constant closings, new openings, and reopenings. What the actual census is at any one point in time is impossible to determine. Again, the report reflects the census as determined in the winter of 1984-85, and updated for NYC in the winter of 1985-86. A fourth problem involved the need to estimate values for sites which could not report the units of interest. For example, some food pantries were only able to report the number of families they aided; estimates on family size were used to translate this information into the number of individuals served. A final problem is that shelters have not yet been included in the sample; thus meals served to shelter residents are not included in the figures.

Further reports will be issued on a quarterly basis. As the sample and the reporting procedures are refined, more accurate projections can be made of the extent of the problem in the state. We wish to thank the dedicated staff at the soup kitchens and food pantries who are cooperating with us to produce these reports. Without their willingness to take the time to gather and report this data to us, this surveillance system would not be feasible.

* The census for New York City was expanded in the fall and winter of 198[illegible]. Thus, the figures reported here are not comparable to those reported previously in the Joint Report on Emergency Food Relief in New York State, April 1985.

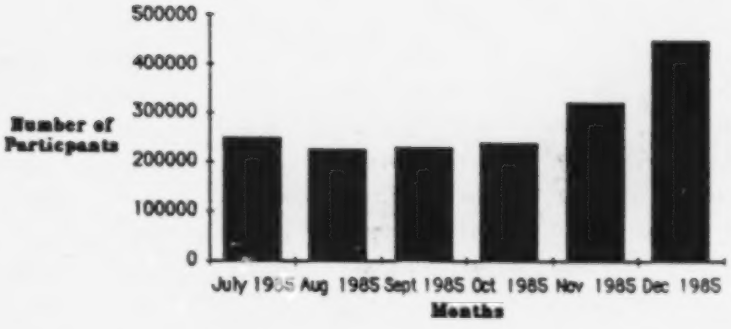
Number of Participants at Food Pantries in New York State
During July - December, 1985

Region	July	August	September	October	November	December
Buffalo	18,177	18,189	23,630	25,512	34,642	80,426
Rochester	19,000	21,039	20,636	18,260	20,979	45,998
Syracuse	20,755	18,648	15,417	18,034	27,102	42,646
Albany	20,361	19,092	19,236	19,153	29,308	39,327
New Rochelle	29,992	25,432	25,289	21,153	45,549	59,612
Upstate	108,283	102,398	104,200	102,112	157,580	268,009
New York City	139,123	121,065	122,255	135,172	162,035	178,609
TOTAL	247,406	223,463	226,455	237,284	319,615	446,618

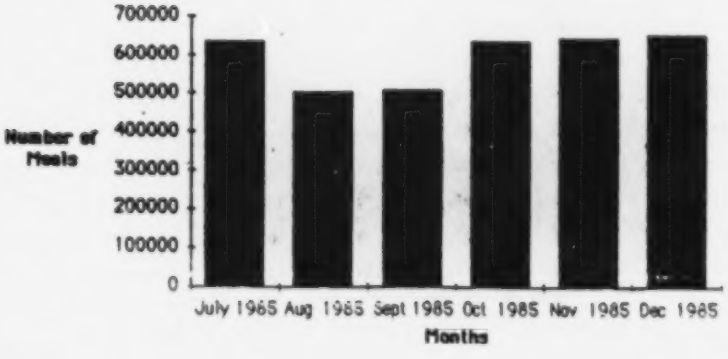
Number of Meals Served at Soup Kitchens in New York State
During July - December, 1985

Region	July	August	September	October	November	December
Buffalo	38,559	39,843	36,655	42,588	38,956	32,763
Rochester	22,346	25,158	23,565	23,350	20,403	20,766
Syracuse	30,819	34,535	35,109	36,566	34,477	31,907
Albany	3,947	4,160	5,082	6,669	6,205	6,328
New Rochelle	21,812	21,100	19,384	21,184	17,325	26,295
Upstate	117,483	124,796	119,795	130,357	117,366	118,059
New York City	516,339	376,922	385,597	503,155	523,193	532,792
TOTAL	633,822	501,718	505,392	633,512	640,559	650,851

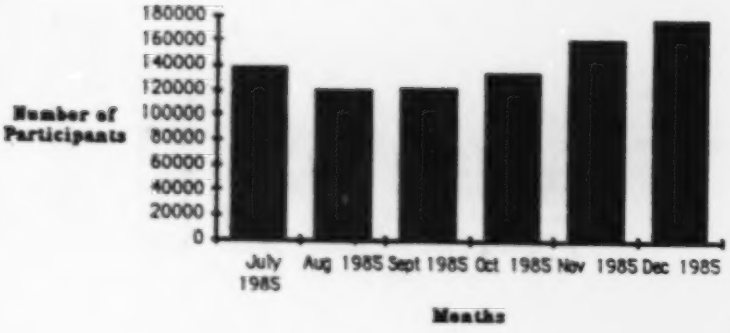
Number of Participants At Food Pantries In New York State Between July and December 1985



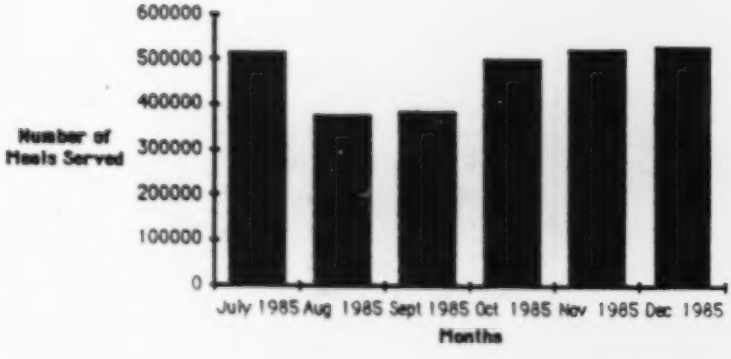
Number of Meals Served At Soup Kitchens In New York State Between July and December 1985



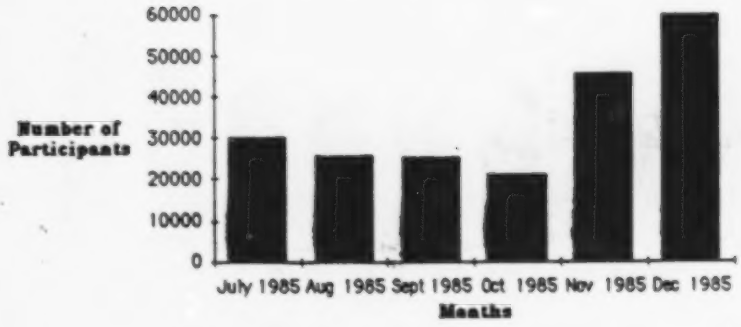
Number of Participants At Food Pantries In New York City Between July and December 1985



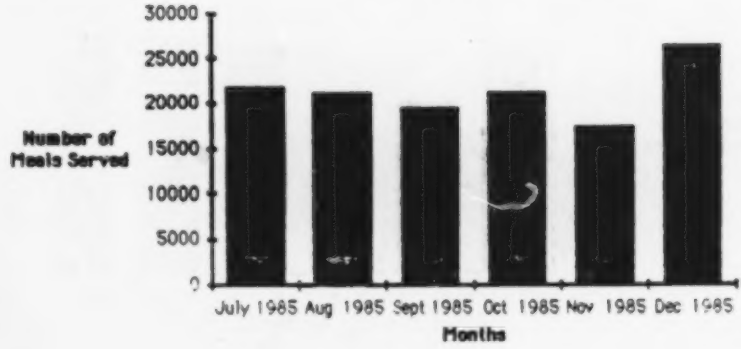
Meals Served At Soup Kitchens In New York City Between July and December 1985



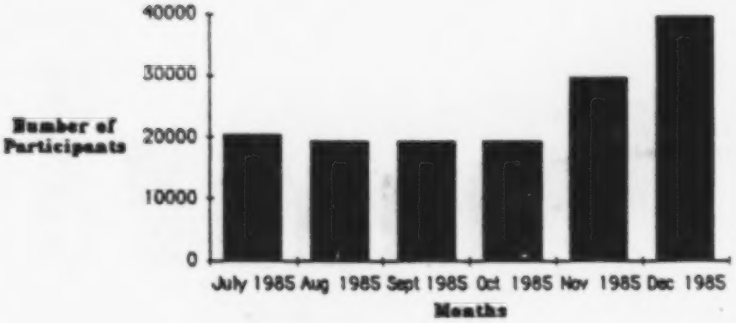
Number of Participants At Food Pantries In New Rochelle Region Between July and December 1985



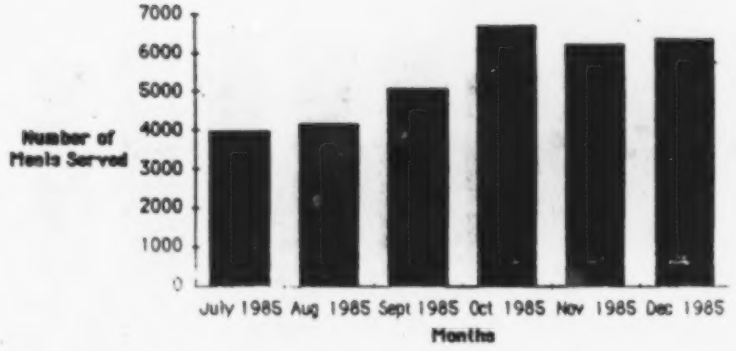
Meals Served At Soup Kitchens In New Rochelle Region Between July and December 1985



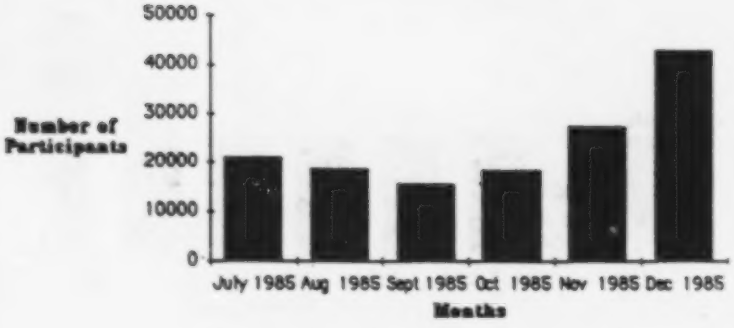
Number of Participants At Food Pantries In Albany Region Between July and December 1985



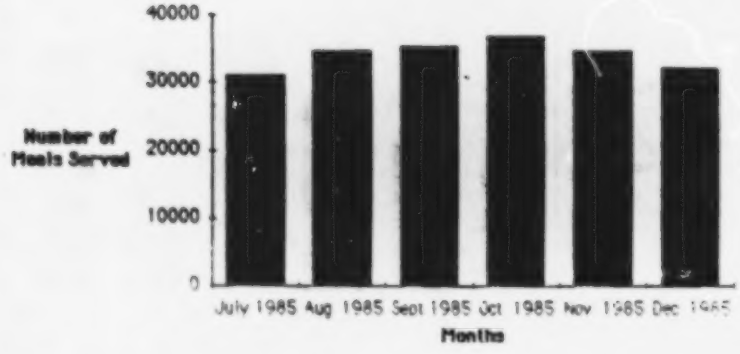
Meals Served At Soup Kitchens In Albany Region Between July and December 1985



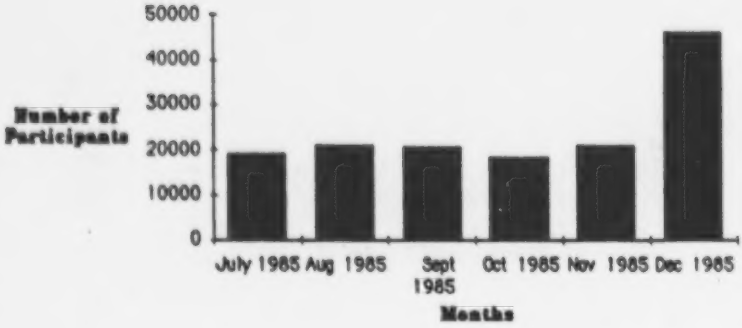
Number of Particpants At Food Pantries In Syracuse Region Between July and December 1985



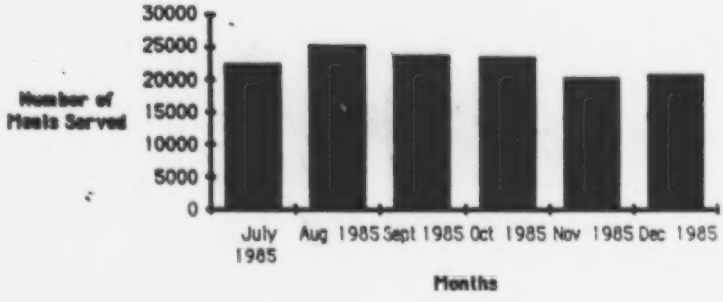
Meals Served At Soup Kitchens In Syracuse Region Between July and December 1985



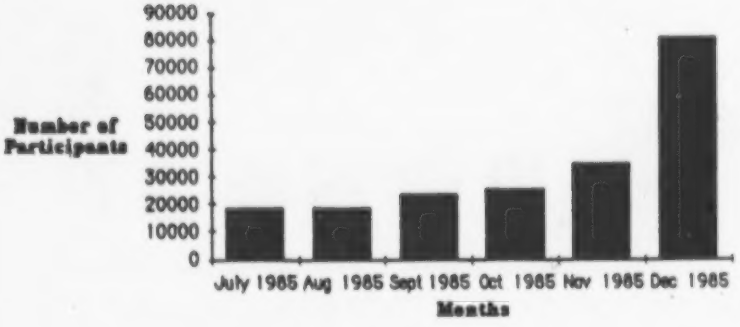
Number of Participants At Food Pantries In Rochester Region Between July and December 1985



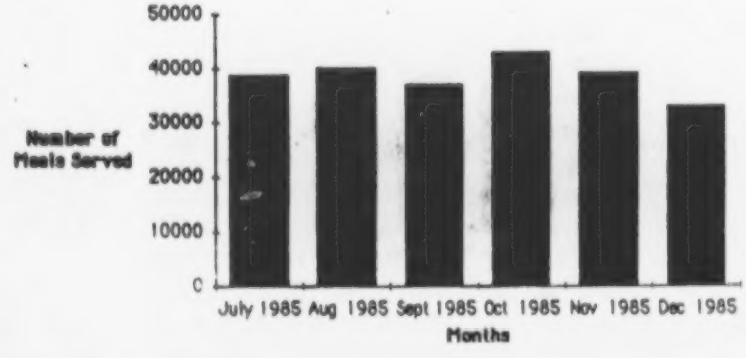
Meals Served At Soup Kitchens In Rochester Region Between July and December 1985



Number of Participants At Food Pantries In Buffalo Region Between July and December 1985



Meals Served At Soup Kitchens In Buffalo Region Between July and December 1985



TESTIMONY OF

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MEMBER, PHYSICIAN TASK FORCE ON HUNGER IN AMERICA

PRINCIPAL INVESTIGATOR, HUNGER WATCH--NEW YORK STATE

IMMEDIATE PAST PRESIDENT, AMERICAN PUBLIC HEALTH ASSOCIATION

AT A HEARING OF THE

DOMESTIC MARKETING, CONSUMER RELATIONS AND NUTRITION SUBCOMMITTEE
COMMITTEE ON AGRICULTURE
UNITED STATES HOUSE OF REPRESENTATIVES

JOINTLY WITH THE

ELEMENTARY, SECONDARY, AND VOCATIONAL EDUCATION SUBCOMMITTEE
HUMAN RESOURCES SUBCOMMITTEE
COMMITTEE ON EDUCATION AND LABOR

SCIENCE, RESEARCH AND TECHNOLOGY SUBCOMMITTEE
COMMITTEE ON SCIENCE AND TECHNOLOGY

SELECT COMMITTEE ON HUNGER

ON THE

HUNGER RELIEF ACT OF 1986 (H.R. 4990)

WASHINGTON, D.C.
JUNE 25, 1986

My name is Victor Sidel. I am a physician with training in internal medicine and in epidemiology and other aspects of public health. From 1964 to 1969 I was the Director of the Community Medicine Unit of the Masschusetts General Hospital and a faculty member in Medicine and Preventive medicine at the Harvard Medical School. From 1969 to 1984, I was Chairperson of the Department of Social Medicine at Montefiore Medical Center and Professor of Community Health at the Albert Einstein College of Medicine in the Bronx, New York. I am now Distinguished University Professor of Social Medicine at Montefiore Medical Center and the Albert Einstein College of Medicine.

I am a Past President of the Public Health Association of New York City and Immediate Past President of the American Public Health Association, a member of the Board of Directors of the New York State Public Health Association, and a member of the New York State Public Health Council. I have been honored by the New York Academy of Sciences for "outstanding contributions toward improvement of the health of the population" and was recently awarded the Hermann Biggs medal of the New York State Public Health Association.

The goal of my professional efforts, which links these several roles, is the promotion of health and the prevention of disease, particularly in populations at high medical risk as a result of poverty. Inevitably, hunger and nutritional deprivation of poor Americans has become a major concern for me in recent years. My department initiated Hunger Watch--New York State, a collaborative public-private effort to analyze and respond to hunger in our state. (1) I served as Principal Investigator of that project. I am also a member of the Physician Task Force on Hunger in America, and have been involved in the Task Force's investigation of hunger on a national basis. This afternoon I am testifying on behalf of the Task Force.

In 1982, reports of Americans going hungry began to appear in the media. Research subsequently conducted by some 15 organizations indicates that these reports reflected a pattern of unmet needs nationwide. (2) The prevalence of hunger has been documented by the U.S. Conference of Mayors, the Salvation Army and the President's Task Force on Food Assistance. The Physician Task Force on Hunger in America estimates the number of Americans who experience hunger for some portion of every month to be twenty million. (3) This figure is consistent with the finding of a Harris Poll conducted in 1983, that twenty-one million Americans go hungry periodically. (4)

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1. Reports published by Hunger Watch--New York State include: Profile of "At-Risk Populations and Service Agencies, February, 1984; and A Case Control Study of Obseved Differences in Attained Growth Among Young Children, May, 1985.

2. For summary of national hunger studies see Physician Task Force on Hunger in America, Hunger in America: The Growing Epidemic, Boston, 1985.

3. Physician Task Force, ibid.

4. Louis Harris Survey, "One in Eleven American Families Suffering from Hunger," February 3, 1984, Tribune Company Syndicate, New York.

The existence of hunger is not a question that requires further debate. We need rather to turn national attention to causes and solutions to the problem. It is on these issues that my testimony will focus and it is on these terms that I believe the proposed Hunger Relief Act must be evaluated.

The food stamp program is an appropriate place to start. This program is the nation's front line defense against hunger. President Reagan commented on the food stamp program in 1983, "If the poor who are eligible for this help are not receiving it, then something is wrong." (5)

In 1985, an estimated 33.5 million Americans are living in poverty. (6) However, only 19.8 million individuals on the average received food stamps in 1985. Almost 14 million people were, therefore, in the gap between poverty and food stamp coverage. For every 100 Americans in poverty last year, about 59 individuals received food stamps. In 1980, by contrast, the food stamp to poverty ratio was 68/100. (7) In other words, things have gotten worse rather than better. While food stamp eligibility and poverty are not synonymous, that ratio is the best measure we have of the participation of eligible people in the program. In my estimation 59 percent is not a passing grade. There is indeed something wrong. Some obstacle stands between poor Americans and the assistance they need.

There is a fundamental question that has to be resolved in considering the nature of that obstacle. Do we locate the cause of food stamp nonparticipation in individuals (in personal ignorance or voluntary decisions to do without assistance) or do we look for systemic causes?

The evidence leads me to the firm conviction that unacceptably low and declining food stamp coverage reflects policy. The patterns we observed in New York State were confirmed in each of twenty states visited in the course of the investigations of the Physician Task Force on Hunger in America. That is policy at work, not individual pride or individual ignorance. So it is policy we must examine.

The Physician Task Force identifies four broad categories of regulations that prevent needy individuals from meeting nutritional needs. These are:

* barriers that prevent eligible individuals from applying for food stamps;

* barriers which keep applicants out or knock recipients off the food stamp program;

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5. President Ronald Reagan, statement establishing the President's Task Force on Food Assistance, August 2, 1983.

6. Estimated poverty rate based on most recent published data (for 1984).

7. All participation data from USDA, Food and Nutrition Service, Statistical Summary of Operations.

* overly rigid eligibility criteria which make needy families ineligible for assistance;

* inadequacy of the assistance provided.

This framework provides the structure of my comments on the program.

Barriers that prevent the needy from applying for food stamps

Recently the President commented that ignorance was the only explanation he could devise for nonparticipation of eligible families in the food stamp program. (8) In fact, there is some truth to this, but perhaps not in the personalized individual way the President implies. Research by social scientists indicates that lack of information about the program is a critical factor in low food stamp participation. Of course most Americans know that the food stamp program exists. The real question is whether individuals are aware that they themselves may be eligible for food stamps and of how and where to apply for assistance. (9)

One study of eligible nonparticipants conducted by Professor Richard Coe found that 42.6% of nonparticipation was related to inadequate information about the program. (10) This problem is particularly pronounced among the elderly. A study conducted for the USDA in 1982 found that almost 70% of nonparticipation of elderly eligibles was information-related. (11)

It seems unlikely that such widespread ignorance and misinformation reflects the shortcomings of individuals. An alternative explanation looks to the elimination of funds for food stamp outreach in 1982. Not that outreach was conducted on a scale commensurate with the problem. Recent comments on door-to-door campaigns of the past are specious. (12) But even modest funding--generally for one outreach person per state--made a difference. (13) For example, a local outreach program was developed over the past two

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8. President Ronald Reagan, public statement, May 21, 1986.

9. For summary of relevant research see Physician Task Force on Hunger in America, Increasing Hunger and Declining Help: Barriers to Participation in the Food Stamp Program, Boston, May, 1986.

10. Coe, Richard, "Nonparticipation in Welfare Programs by Eligible Households; The Case of the Food Stamp Program," Journal of Economic Issues, December, 1983.

11. General Accounting Office, "Overview and Perspectives on the Food Stamp Program," April 17, 1986.

12. President Ronald Reagan, press conference, June 11, 1986.

13. Center on Budget and Policy Priorities.

years to inform newly-poor Iowa farmers about food stamps. This campaign generated a 400% increase in food stamp applications by farmers over one year. Clearly, outreach is important and effective when the will to provide it exists.

The stigmatization of food stamp participants is a second major barrier that keeps eligibles from applying for assistance. Time and again, in state after state, the Physician Task Force heard that local people are too proud to apply for food stamps. In New York, Hunger Watch interviewers found elderly people particularly sensitive to food stamp stigmatization. In Missouri we heard about Missouri stubbornness; in Arkansas it was Ozark pride; in South Dakota it was prairie pride and in Maine, Yankee backbone. These characterizations make a virtue out of deprivation, as if those who succumb to assistance reveal a deficiency. Further, they ascribe to each community what is clearly a widespread aversion to assistance.

Is it assistance in general that evokes this response, or is it the policies that govern the food stamp program? Is it the individual who decides that the pain of applying for food stamps outweighs the benefits, or is that those who govern the program have made the process of getting stamps unnecessarily painful?

Evidence suggests that the food stamp stigma is man-made. The so-called prairie pride that keeps people off food stamps does not prevent people from accepting social security. People believe, incorrectly as it happens, that their contributions to the social security system cover what the system subsequently pays them. But they have not been encouraged to perceive food stamps as a pay-back of taxes contributed during periods of employment.

Or contrast food stamps with WIC, another program that provides food assistance to low-income families. Mothers who accept WIC are not thought to be dishonored by participation, despite the similarities of the program to food stamps. WIC fraud and abuse have not been headline fodder, even though the financial criteria for WIC participation are less stringent than food stamp criteria.

What then is the difference? Why does one program incur such unique distaste that people will, in some areas, go to soup kitchens for charity before they will apply for their rightful food stamp benefits?

I believe the answer lies again in policy. The food stamp application process does not assure assistance to needy citizens; it seems to discourage such assistance. Food stamp applicants are required to provide dozens of verifying documents. They are warned repeatedly, by office posters and notices on the application itself that they may be prosecuted for fraud. To apply is to be suspect. And public statements by political leaders about fraud and abuse establish first a climate of belief that the problem is extensive, and second that any recipient is a potential crook. The chilling effect of this focus on the culpability of the applicant is predictable. Families who believe they may be able to survive without stamps have an incentive to do so, even when need is great.

Barriers that keep applicants out or knock recipients off

The individual who gets past the poster on the door of the food stamp program is confronted with a paperwork barrier to participation. Applying for food stamps in Mississippi, for example, requires completion of up to 21 separate documents emblazoned with cryptic code numbers and phrased in bureaucratic jargon. The requirements are so complex and they change so frequently that even food stamp workers are frustrated. As one Texas official told the Task Force, "Based on the 113 changes we've had to implement in the Federal rules in four years, what we read last Tuesday is out of date today." (14)

To applicants, who may be elderly, handicapped or semi-literate and who are almost certainly uncomfortable with the application process, it can be completely mystifying. It is not surprising, therefore, that a Dallas study found that the application/verification process is linked to reduced food stamp participation. Some 28% of rejections evaluated were caused by technical failure to provide information. Another 40% of denials were due to appointment or scheduling problems. (15)

And getting on the program is, of course, no guarantee of on-going assistance. Monthly reporting requirements keep the recipient on a constant treadmill of recertification. One analyst in New York City coined the term "churning" to describe the on and off participation of recipients who fail to meet one or another bureaucratic requirements, lose assistance, reapply and are reinstated after some period without benefits. (16)

Is this the unfortunate but necessary price for accurate targeting of benefits to the truly needy? Again, evidence suggests not. The policies that are so injurious to clients actually increase paperwork and decrease accuracy. (17) Reduced participation is not a side effect of these policies; it is the effect.

And while state initiatives can make a difference in program participation, Task Force research indicates that Federal policies constrain even the best intended state. The so-called quality control system creates such pressure to reduce error rates that it forces state food stamp programs to adopt an adversarial stance towards their clients. (18)

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14. Dabbs, Irwin, Regional Administrator, Texas Department of Human Services, interview, February 5, 1986.

15. Mika, Harry, "The Bitter Harvest: An Overview of Hunger and Food Assistance in Dallas." The Dallas Alliance, November 14, 1985.

16. Casey, Tim, "The In-Human Resources Administration's Churning Campaign," Community Action Legal Services, New York, April 1983.

17. For summary of research see Physician Task Force, ibid, 1986.

18. For summary of comments of state welfare officials see Physician Task Force, ibid, 1986.

Overly-rigid eligibility criteria

It is stated government policy to restrict eligibility for assistance in order to target aid to the truly needy. That is not what has happened in practice. Mechanical application of restrictive regulations has left many in desperate need of food assistance. Unrealistically low limits on assets and on deduction incorporated into the computation of net income for food stamp eligibility stand out as obstacles to participation.

Hunger Watch interviewers were particularly struck by the impact of deduction limits on participation in New York, where cost of living is relatively high. And the elderly are consistently hit with medical bills way above the current deduction limit. One 64-year-old woman, for example, told us she had a cup of coffee, a can of chicken soup and 10 ounces of apple juice as her diet the day before we met her in a food stamp office. She reported that she and her husband must regularly make choices between food and medicine. The Physician Task Force met her rural equivalent in Camden, Arkansas. A 58-year-old widow applied for food stamps shortly after learning she had cancer. She was turned down because the car she needed to drive to chemotherapy treatments was worth too much to meet the program's asset limits.

The effects of such rigid restrictions are twofold. First, a great deal of human tragedy is generated, as the cited cases indicate. But more subtly, the tightness of restrictions, and the lack of any worker discretion in their application, inevitably embitters the worker-applicant relationship. The workers is made into a gatekeeper, rather than a social service provider.

Low benefit levels

Finally, we must consider the level of assistance available to those who are determined eligible and do get stamps. Data indicate that the poor who receive food stamps do better nutritionally than low income individuals who do not receive stamps. (19) However, food stamp benefits are not adequate, in general, to provide a nutritious diet on an on-going basis. Data from the USDA's Nationwide Food Consumption Survey shows that only 12% of individuals living on a food budget at the level of the Thrifty Food Plan, on which food stamp allotments are based, receive adequate nutrition levels. (20)

In other words, food stamps help but they do not provide for a nutritionally adequate diet. This is an area in which it is very easy to blame the victim; to point to the supposed inability of poor people to shop wisely, to their ignorance of nutrition or weak resistance to the blandishments of junk food

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19. For summary of relevant research see Physician Task Force, ibid., 1986.

20. Peterkin, B., Kerr, R.L. and Hama, N.Y., "Nutritional Adequacy of Diets of Low-Income Households, Journal of Nutrition Education, 14(3):102, 1982.

advertisers. Such stereotypes are incorrect. Poor households actually buy more nutrition per food purchase dollar than better-off households. (21)

However, they have fewer dollars, and in many cases not enough dollars, to make it through a month of food buying. At particular risk are families:

* with any member who needs extra food--like a growing teenager--or special foods because of an illness or disability;

* living in isolated areas that are far from supermarkets and public transportation;

* living in poor housing without adequate cooking or storage facilities.

Emergency food providers report that thousands of families show up needing assistance when food stamps run out at the end of each month. That is not individual ignorance or weak will at work. It is a policy at work that sets benefit levels too low to meet the real needs of American people.

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The proposed Hunger Relief Act is an important step. It responds to many of the key problems in meeting food needs. While there are gaps, the proposed increased asset and deduction limits, and increased benefit levels in the food stamp program, and the extensions of WIC and elderly nutrition, are profoundly needed.

But a good law is not enough. I believe that passage of this law will have positive impact. But it will not reverse the overwhelming impact of regulations that restrict assistance. Incremental changes in food assistance programs are not enough. If Congress has the political will to end hunger, that will must be expressed in a clear mandate to the agency which administers food assistance programs. We need a clear congressional voice to tell the USDA that it is time to stop using federal regulations as a tool of exclusion and get back in the business of feeding the needy.

A major USDA-sponsored study of the WIC program was completed this past January by Profesor David Rush of the Albert Einstein College of Medicine. But its findings of dramatic, indeed life-saving impact of WIC on babies in low-income families did not make headlines. In fact, as one newspaper columnist phrased it, "Obscuring the Good News," was the main order of the day. (22) Instead of acting on the "good news," by calling for expansion of WIC or publicizing the program's success to build support for the programs it administers, the USDA chose instead to bury this major public health finding.

Congressional leadership is needed to let the public know the strengths and successes of our food assistance programs. This bill can be seen as a body of positive incremental changes in food programs. It will have far greater impact if it is seen as something greater than the sum of its provisions--as an opportunity for a probing public discussion of the policies that have led to hunger in America and the policies that can end it.

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21. Science and Education Administration, Department of Agriculture, "Food Consumption and Dietary Levels of Low-Income Households, November, 1977-March, 1978," Washington, D.C., 1981.

22. Oliphant, Thomas, "Obscuring the Good News," Boston Globe, January, 1986.

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VICE-PRESIDENT
OF THE
ASSOCIATION OF MINORITY HEALTH PROFESSIONS
SCHOOLS

ON BEHALF OF THE

NATIONAL HEALTH COALTION FOR MINORITIES
AND THE POOR

BEFORE THE JOINT HEARING OF

THE DOMESTIC MARKETING, CONSUMER RELATIONS,
AND NUTRITION SUBCOMMITTEE
COMMITTEE ON AGRICULTURE

and

THE ELEMENTARY, SECONDARY, AND VOCATIONAL
EDUCATION AND HUMAN RESOURCES SUBCOMMITTEES
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and

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TECHNOLOGY SUBCOMMITTEE
COMMITTEE ON SCIENCE AND TECHNOLOGY

and

THE SELECT COMMITTEE ON HUNGER

JUNE 25, 1986

Mr. Chairman and Members of the Committee, thank you for the opportunity to offer our comments on the Hunger Relief Act of 1986 and to express our support for this vital legislation.

I am Dr. Louis W. Sullivan, President and Dean of the Morehouse School of Medicine in Atlanta, Georgia; Vice President of the Association of Minority Health Professions Schools; and Coordinator of the National Health Coalition for Minorities and the Poor. This national health coalition was formed by the Association of Minority Health Professions Schools and a number of other organizations having first-hand knowledge of the devastating problems of our nation's poor and minority citizens. We believe that many Americans are unaware of the vast dimensions of this problem. To us, there seems to be no other explanation for why so many citizens who have so much to contribute to our society, should be living their lives in hunger.

At a recent national conference on Health Care for the Poor held in Nashville, Tennessee at the Meharry Medical College, it was noted that there is a widening gap in health status among the nation's poor and minorities and the nation's majority population. Further, in August, 1985 a Task Force appointed by the Secretary of the Department of Health and Human Services reported a significant gap in health status among the nation's blacks and other minorities when compared to the nation's white population. The Secretary's task force reported that annually in the black community almost 60,000 excess deaths occur because

of the disparity in the health status. Evidence presented by both of these initiatives also indicates that the problem is growing, not getting better. Unfortunately, in the face of this widening disparity, the Reagan Administration proposes to eliminate or severely cut a broad range of the federal programs that provide assistance to the poor and minority populations of the country.

The National Health Coalition for Minorities and the Poor strongly believes that something can and must be done to rectify this growing disparity. In fact, sensitizing national, state, and local policy-makers and the public to the extent of this desperate situation is a major objective of the National Health Coalition for Minorities and the Poor.

As health professionals, we are particularly concerned about the number of patients admitted to hospitals with nutritional deficiencies. It has, for example, been estimated that at least 65% of the elderly persons admitted to hospitals have serious nutritional deficiencies. Weight loss, dehydration, and malnutrition are only a few of the many problems resulting from inadequate food in-take. For instance, hepatic failure, chronic infections, and a number of other diseases are associated with an insufficient food supply. Medical care and treatment becomes extremely costly in that nutritional deficiencies, and the diseases associated with these deficiencies, require weeks and sometimes months to remedy. Consequently, this legislation

will be cost-effective because it minimizes the need for recurrent treatment and hospitalization due to illness and disease associated with nutritional deficiencies.

Only by increasing access to nutrition assistance programs for our nation's poor and minority citizens can we hope to rectify the tragic problem of malnutrition and hunger among our nation's citizens. The National Health Coalition for Minorities and the Poor urges passage of the Hunger Relief Act of 1986.

Thank you Mr. Chairman, for this opportunity to present our views, and we applaud you for your efforts to address this critical national problem.

I

99TH CONGRESS
2D SESSION

H. R. 4990

To amend the Food Stamp Act of 1977, the Child Nutrition Act of 1966, and the National School Lunch Act to improve the availability of benefits under such Acts; to provide for a program for nutrition monitoring and research; and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

JUNE 11, 1986

Mr. PANETTA (for himself, Mr. DE LA GARZA, Mr. MILLER of California, Mr. JEFFORDS, Mr. FOLEY, Mr. HAWKINS, Mr. TRAXLER, Mr. RODINO, Mr. WALGREN, Mr. LELAND, Mr. MATSUI, Mr. RAHALL, Mr. HAYES, Mr. MARKEY, Mr. HALL of Ohio, Mr. MCHUGH, Mr. VISCLOSKY, Mr. MITCHELL, Mr. FRANK, Mr. NOWAK, Mr. FROST, Mr. KILDEE, Mr. HERTEL of Michigan, Mr. MORRISON of Connecticut, Mr. BARNES, Mr. FORD of Michigan, Mr. FORD of Tennessee, Mr. MARTINEZ, Mr. LEVIN of Michigan, Mr. STAGGERS, Mr. ECKART of Ohio, Mr. TRAFICANT, Mrs. BOGGS, Mr. SEIBERLING, Mr. VENTO, Mr. BROWN of California, Mrs. BURTON of California, Mr. DYMALLY, Mr. GEJDENSON, Mr. CROCKETT, Mr. FOGLIETTA, Mr. KOSTMAYER, Mr. STARK, Mr. SMITH of Florida, Mr. SAVAGE, Mr. ACKERMAN, Mr. GLICKMAN, Mr. GILMAN, Mr. ATKINS, Mr. WAXMAN, Mr. BERMAN, and Mr. BIAGGI) introduced the following bill; which was referred jointly to the Committees on Agriculture, Education and Labor, and Science and Technology

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A BILL

To amend the Food Stamp Act of 1977, the Child Nutrition Act of 1966, and the National School Lunch Act to improve the availability of benefits under such Acts; to provide for a program for nutrition monitoring and research; and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the "Hunger Relief Act of 1986".

TITLE I—GENERAL FOOD AND NUTRITION PROGRAMS

SEC. 101. AMENDMENTS TO THE FOOD STAMP ACT OF 1977.

(a) ADJUSTMENT OF COST OF THRIFTY FOOD PLAN.—The second sentence of section 3(o) of the Food Stamp Act of 1977 (7 U.S.C. 2012(o)) is amended—

(1) by striking out "and (8) on October 1, 1985, and each October 1 thereafter", and inserting "(8) on October 1, 1985,";

(2) by inserting after "size" the last place it appears the following:

"; and (9) on October 1, 1986, and each October 1 thereafter, increase the cost of such diet by the sum of the percentage (if any) specified in the last sentence of this subsection and any increase in the cost of the thrifty food plan for the twelve months ending the preceding June 30, and round the result to the nearest lower dollar increment for each household size"; and

(3) by adding at the end thereof the following:

"For purposes of clause (9), the percentage shall be 2.5 per centum for the increase determined on October 1, 1986; 5 per centum for the increase determined on October 1, 1987; 7.5 per centum for the increase determined on October 1, 1988; and 10 per centum for the increase determined on October 1, 1989.".

(b) EXCLUSION OF CERTAIN CHILD SUPPORT PAYMENTS FROM INCOME.—Section 5 of the Food Stamp Act of 1977 (7 U.S.C. 2014) is amended—

(1) in subsection (d) by amending clause (13) to read as follows: "(13) any child support payments received with respect to one or more dependent children, but not in excess of $50 per month"; and

(2) by striking out subsection (m).

(c) EXCESS SHELTER EXPENSE.—The proviso to the fourth sentence of section 5(e) of the Food Stamp Act of 1977 (7 U.S.C. 2014(e)) is amended—

(1) by striking out "$147" and inserting "$175"; and

(2) by striking out "$256, $210, $179, and $109 a month, respectively, adjusted October 1, 1986" and inserting "$305, $250, $213, and $130 a month, respectively, adjusted October 1, 1987".

(d) DEDUCTION FOR EXCESS MEDICAL EXPENSES OF THE ELDERLY AND DISABLED.—Clause (A) of the last sen-

tence of section 5(e) of the Food Stamp Act of 1977 (7 U.S.C. 2014(e)) is amended by striking out "$35 a month" and inserting "the lesser of $35 a month or 5 per centum of monthly household income after any exclusions and before any deductions provided for in this section".

(e) LIMITATION ON RESOURCES.—Section 5(g) of the Food Stamp Act of 1977 (7 U.S.C. 2014(g)) is amended—

(1) in the first sentence by striking out "$2,000" and all that follows through "$3,000" and inserting "$2,250 or, in the case of a household that consists of or includes a member who is sixty years of age or older, $3,500"; and

(2) in the second sentence by striking out "$4,500" and inserting "$5,500".

(f)(1) PUBLIC INFORMATION.—Section 11(e)(1) of the Food Stamp Act of 1977 (7 U.S.C. 2020(e)(1)) is amended by inserting after "funds provided under this Act" the following: "except for activities, implemented at the discretion of the State agency, that provide program information (including program eligibility and benefit guidelines) to unemployed, disabled, or elderly persons who apply, or may be eligible, for participation in the program".

(2) ADMINISTRATIVE COSTS.—The first sentence of section 16(a) of the Food Stamp Act of 1977 (7 U.S.C. 2025(a)) is amended by striking out "and (4) fair hearings"

and inserting "(4) fair hearings, and (5) activities providing program information to unemployed, disabled, or elderly persons".

(g) AUTHORIZATION OF APPROPRIATIONS.—Section 18 of the Food Stamp Act of 1977 (7 U.S.C. 2027) is amended in subsection (a)(1) in the second sentence by striking out "$13,936,000,000" and all that follows through "1990", and inserting "$14,700,000,000 for the fiscal year ending September 30, 1987; $15,500,000,000 for the fiscal year ending September 30, 1988; $16,300,000,000 for the fiscal year ending September 30, 1989; and $16,900,000,000 for the fiscal year ending September 30, 1990".

(h) REPORTS REGARDING EVALUATION OF FINANCIAL RESOURCES.—Not later than one hundred and eighty days after the date of the enactment of this Act, the Secretary of Agriculture shall submit, to the Speaker of the House of Representatives and the President pro tempore of the Senate—

(1) a report containing an evaluation of the budgetary and administrative consequences under the food stamp program that would result from calculating the value of the financial resources (including licensed vehicles) of households solely on the basis of the amount of equity such households have in such resources; and

(2) a report containing an evaluation of the rules applied under the food stamp program to calculate the business earnings and financial resources of farmers, to determine how such rules might be changed to assess more accurately the needs of farmers for assistance under such program.

SEC. 102. AUTHORIZATION OF APPROPRIATIONS FOR EXPANDED PROGRAM OF FOOD, NUTRITION, AND CONSUMER EDUCATION.

Section 1588(a) of the Food Security Act of 1985 (7 U.S.C. 3175e(a)) is amended—

(1) by striking out "$6,000,000" and inserting "$15,000,000"; and

(2) by striking out "$8,000,000" and inserting "$17,000,000".

SEC. 103. FUNDS AUTHORIZED FOR COMMODITY DISTRIBUTION UNDER THE TEMPORARY EMERGENCY FOOD ASSISTANCE ACT OF 1983.

Section 204(c)(1) of the Temporary Emergency Food Assistance Act of 1983 (7 U.S.C. 612c note) is amended—

(1) by striking out "$50,000,000 for each of the fiscal years" and inserting "$55,000,000 for the fiscal year"; and

(2) by inserting "$70,000,000 for the fiscal year" after "1986, and".

TITLE II—SPECIAL FOOD AND NUTRITION PROGRAMS FOR CHILDREN, WOMEN, AND THE ELDERLY

SEC. 201. SCHOOL BREAKFAST PROGRAM.

(a) ADDITIONAL FUNDING TO IMPROVE SCHOOL BREAKFAST PROGRAM MEAL PATTERN.—Section 4(b) of the Child Nutrition Act of 1966 is amended by inserting at the end the following paragraph:

"(3)(A) Except as provided in subparagraph (B), the Secretary shall increase by 5 cents the annual adjusted payment for each breakfast served under this Act and section 17 of the National School Lunch Act to assist States in improving the nutritional quality of such breakfasts, to the extent feasible.

"(B) The Secretary shall increase by 10 cents the annual adjusted payment for each breakfast served to a child qualifying for a free or reduced-price breakfast at schools that are in severe need.".

(b) REDUCED PRICE BREAKFAST.—Section 4(b) of the Child Nutrition Act of 1966 is amended—

(1) in paragraphs (1)(B) and (1)(C) by striking "30" and inserting "15"; and

(2) in paragraph (2)(C) by striking "thirty" and inserting "fifteen".

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(d) REVIEW OF NUTRITION REQUIREMENTS.—The Secretary of Agriculture shall review and revise the nutrition requirements for meals served under the school breakfast program to improve the nutritional quality of such meals, taking into consideration both the findings of the National Evaluation of School Nutrition Programs and the need to provide increased flexibility in meal planning to local school food service authorities. Not later than one hundred and eighty days after the date of enactment of this Act, the Secretary of Agriculture shall promulgate regulations to implement such revisions.

SEC. 202. SCHOOL LUNCH PROGRAM.

(a) INCREASE IN FEDERAL REIMBURSEMENT FOR REDUCED PRICE MEALS.—Section 11(a)(2) of the National School Lunch Act is amended by striking "40" and inserting "25".

(b) CONFORMING AMENDMENT.—Section 9(b)(3) of the National School Lunch Act is amended in the third sentence by striking "40" and inserting "25".

SEC. 203. ADDITION OF ONE SNACK OR ONE MEAL TO THE CHILD CARE FOOD PROGRAM.

Section 17(f)(2)(B) of the National School Lunch Act is amended by striking out "two meals and one supplement" and inserting "two meals and two supplements or three meals and one supplement".

SEC. 204. THE SPECIAL SUPPLEMENTAL FOOD PROGRAM FOR WOMEN, INFANTS, AND CHILDREN (WIC).

(a) LIMITED STATE ENTITLEMENT.—Section 17(g) of the Child Nutrition Act of 1966 is amended—

(1) by inserting "(1)" after "(g)";

(2) in paragraph (1) (as so designated) by striking out the first sentence and inserting "For fiscal years 1987, 1988, and 1989, there are authorized to be appropriated, and the Secretary shall pay to each State agency, such sums as may be necessary to provide supplemental foods, nutrition services, administration, and such other programs, services, and activities as are authorized for eligible women, infants, and children under this section, but in no event shall the amount appropriated be greater than $1,750,000,000 for fiscal year 1987, $1,850,000,000 for fiscal year 1988, and $1,950,000,000 for fiscal year 1989."; and

(3) by inserting after paragraph (1) (as so designated) the following new paragraph:

"(2) Each State agency shall be entitled to payment under this section for each fiscal year in an amount equal to such State agency's allocation (as determined under subsections (h)(2) and (i)) of the authorization levels specified in paragraph (1).".

(b) CONFORMING AMENDMENT.—Section 17(a) of the Child Nutrition Act of 1966 is amended in the second sen-

tence by striking ", up to the authorization levels set forth in subsection (g) of this section,".

SEC. 205. INCREASE IN AUTHORIZATION FOR NUTRITION EDUCATION AND TRAINING.

Section 19(j)(2) of the Child Nutrition Act of 1966 is amended—

(1) in the first sentence by striking "ending on or before September 30, 1984,"; and

(2) in the second sentence by striking "$5,000,000" and inserting "$15,000,000".

SEC. 206. AMENDMENTS TO OLDER AMERICANS ACT OF 1965.

(a) CONGREGATE NUTRITION SERVICES.—Section 303(b)(1) of the Older Americans Act of 1965 (42 U.S.C. 3023(b)(1)) is amended by striking out "$395,000,000" and inserting "$410,000,000".

(b) HOME DELIVERED NUTRITION SERVICES.—Section 303(b)(2) of the Older Americans Act of 1965 (42 U.S.C. 3023(b)(2)) is amended by striking out "$75,600,000" and inserting "$95,600,000".

(c) AVAILABILITY OF SURPLUS COMMODITIES.—Section 311(c)(1)(A) of the Older Americans Act of 1965 (42 U.S.C. 3030a(c)(1)(A)) is amended by striking out "$144,000,000" the last place it appears and inserting "$149,000,000".

SEC. 207. PARTICIPATION OF ELDERLY PERSONS IN COMMODITY SUPPLEMENTAL FOOD PROGRAM.

Section 5(f) of the Agriculture and Consumer Protection Act of 1973 (7 U.S.C. 612c note) is amended by inserting "for mothers, infants, and children and for low-income elderly persons" after "sites for the program".

SEC. 208. COMMUNITY FOOD AND NUTRITION.

Section 681A(b) of the Community Services Block Grant Act (42 U.S.C. 9910a(b)) is amended by inserting "and $5,000,000 for fiscal year 1987" after "1986".

TITLE III—NUTRITION MONITORING AND RELATED RESEARCH

Subtitle A—General Provisions

SEC. 301. SHORT TITLE.

This title may be cited as the "National Nutrition Monitoring and Related Research Act of 1986".

SEC. 302. PURPOSE.

It is the purpose of this title—

(1) to make more effective use of Federal and State expenditures for nutrition monitoring and to enhance the performance and benefits of current Federal nutrition monitoring and related research activities;

(2) to establish and facilitate the timely implementation of a coordinated National Nutrition Monitoring and Related Research Program and thereby establish a scientific basis for the maintenance and improvement of

the nutritional status of the United States population and the nutritional quality of the United States food supply;

(3) to establish and implement a comprehensive National Nutrition Monitoring and Related Research Plan to assess on a continuing basis the dietary and nutritional status and trends of the United States population, the state of the art, future monitoring and related research priorities, and the relevant policy implications;

(4) to establish and improve national nutritional and health status data and related data bases and networks, and to stimulate research necessary to develop uniform indicators, standards, methodologies, technologies, and procedures for nutrition monitoring;

(5) to establish a central Federal focus for the coordination, management, and direction of Federal nutrition monitoring activities;

(6) to establish mechanisms for addressing the nutrition monitoring needs of Federal, State, and local governments, the private sector, scientific and engineering communities, health care professionals, and the public in support of the objectives described in paragraphs (1), (2), (3), (4), and (5); and

(7) to provide for the conduct of such scientific research and development as may be necessary or appropriate in support of such objectives.

SEC. 303. DEFINITIONS.

As used in this title—

(1) the term "nutrition monitoring and related research" means the set of activities necessary to provide timely information about the role and status of factors which bear upon the contribution that nutrition makes to the health of the United States population, including (A) dietary, nutritional, and health status measurements, (B) food consumption measurements, (C) food composition measurements and nutrition data banks, (D) dietary knowledge and attitude measurements, and (E) food supply and demand determinations;

(2) the terms "National Nutrition Monitoring and Related Research Program" and "coordinated program" mean the coordinated program established by section 310(a);

(3) the terms "Interagency Board for Nutrition Monitoring and Related Research" and "Board" mean the Federal coordinating body established by section 310(c);

(4) the terms "National Nutrition Monitoring and Related Research Plan" and "comprehensive plan"

mean the comprehensive plan established by section 312;

(5) the term "Joint Implementation Plan for a Comprehensive National Nutrition Monitoring System" means the plan of that title submitted to the Congress in September 1981 by the Department of Agriculture and the Department of Health and Human Services, pursuant to section 1428 of Public Law 95–113;

(6) the terms "National Nutrition Monitoring Advisory Council" and "Council" mean the advisory body established by section 320;

(7) the term "Secretaries" means the Secretary of Agriculture and the Secretary of Health and Human Services acting jointly; and

(8) the term "local government" means a local general unit of government or local educational unit.

SUBTITLE B—NUTRITION MONITORING AND RELATED RESEARCH

SEC. 316. ESTABLISHMENT OF THE COORDINATED PROGRAM.

(a) There is hereby established a ten-year coordinated program, to be known as the National Nutrition Monitoring and Related Research Program, to carry out the purpose of this title.

(b) The Secretaries shall be responsible for the implementation of the coordinated program.

(c) To assist in implementing the coordinated program, there is hereby established an Interagency Board for Nutrition Monitoring and Related Research, of which an Assistant Secretary in the Department of Agriculture (designated by the Secretary of Agriculture) and an Assistant Secretary in the Department of Health and Human Services (designated by the Secretary of Health and Human Services) shall be joint chairpersons. The remaining membership of the Board shall consist of additional representatives of Federal agencies, as deemed appropriate by the joint chairpersons of the Board. The Board shall meet no less often than once every three months.

(d) To establish a central focus and coordinator for the Nutrition Monitoring and Related Research Program, the Secretaries may appoint a full-time Administrator of Nutrition Monitoring and Related Research. The Administrator—

(1) shall be an individual who is eminent in the field of nutrition monitoring and related areas, and shall be selected on the basis of his or her established record of expertise and distinguished service; and

(2) shall administer the coordinated program with the advice and counsel of the joint chairpersons of the Board, shall serve as the focal point for the coordinated program, and shall serve as the Executive Secre-

tary for the National Nutrition Monitoring Advisory Council.

SEC. 311. FUNCTIONS OF THE SECRETARIES.

(a) The Secretaries, with the advice of the Board, shall—

(1) establish the goals of the coordinated program and identify the activities required to meet such goals, and identify the responsible agencies;

(2) update and integrate the Joint Implementation Plan for a Comprehensive National Nutrition Monitoring System into the coordinated program;

(3) assure the timely implementation of the coordinated program and the comprehensive plan established by section 312;

(4) include in the coordinated program and the comprehensive plan a competitive grants program, in accordance with the provisions of this title, to encourage and assist the conduct, by Federal and non-Federal entities on an appropriate matching funds basis, of research (including research described in section 312(a)(3)) which will accelerate the development of uniform and cost-effective standards and indicators for the assessment and monitoring of nutritional and dietary status and for relating food consumption patterns to nutritional and health status;

(5) include in the coordinated program and the comprehensive plan a grants program, in accordance with the provisions of this title, to encourage and assist State and local governments in developing the capacity to conduct monitoring and surveillance of nutritional status, food consumption, and nutrition knowledge and in using such capacity to enhance nutrition services (including activities described in sections 312(a)(5) and 312(b)(9));

(6) include in the coordinated program an annual interagency budget for each fiscal year of the program;

(7) foster productive interaction between Federal efforts, State and local governments, the private sector, scientific communities, health professionals, and the public;

(8) contract with a scientific body, such as the National Academy of Sciences or the Federation of American Societies for Experimental Biology, to interpret available data analyses and to publish every two years, or more frequently if appropriate, a report on the dietary, nutritional and health-related status of the population of the United States and the nutritional quality of the national food supply; and

(9)(A) foster cost recovery management techniques, and (B) impose appropriate charges and fees for

publications of the coordinated program, including print and electronic forms of data and analysis, and utilize the proceeds of such charges and fees for purposes of the program (except that no such charge or fee imposed upon an educational or other nonprofit organization shall exceed the actual costs incurred by the program in providing the publication or publications involved).

(b) the Secretaries shall submit to the President for transmittal to the Congress by January 15 of each year an annual report which shall—

(1) evaluate the progress of the program under this title;

(2) summarize the results of such program components as are developed under section 312;

(3) analyze the dietary, nutritional and related health status of the United States population, the nutritional quality of the national food supply, the relevant policy implications of the findings, and future nutrition monitoring and related research priorities;

(4) include in full the annual report of the Council as specified in section 321; and

(5) include an executive summary of the report most recently published by the scientific body specified in subsection (a)(8).

* * *

SEC. 312. DEVELOPMENT OF THE COMPREHENSIVE NATIONAL NUTRITION MONITORING AND RELATED RESEARCH PLAN.

(a) The Secretaries, with the advice of the Board, shall prepare and implement a comprehensive plan for the coordinated program which shall be designed—

(1) to assess, collate, analyze, and report on a continuous basis the dietary and nutritional status and trends of the United States population (dealing with such status and trends separately in the case of preschool and school-age children, pregnant and lactating women, elderly individuals, low-income populations, blacks, Hispanics, and other minorities as appropriate), the state of the art, future monitoring and related research priorities, and relevant policy implications of the findings;

(2) to assess, analyze, and report on a continuous basis, for a representative sample of the low-income population, food and household expenditures, participation in food assistance programs, and periods experienced when resources were not sufficient to provide an adequate diet;

(3) to sponsor or conduct research necessary to develop uniform indicators, standards, methodologies, technologies, and procedures for conducting and reporting nutrition monitoring and surveillance;

(4) to develop and update a national dietary and nutritional status data bank, a nutrient data bank, and other data resources as required;

(5) to assist State and local agencies in developing procedures and networks for nutrition monitoring and surveillance; and

(6) to focus the activities of the Federal agencies.

(b) The comprehensive plan shall, as a minimum, include components to—

(1) maintain and coordinate the National Health and Nutrition Examination Survey (NHANES) and the Nationwide Food Consumption Survey (NFCS);

(2) provide by 1990 for the continuous collection, processing, and analysis of nutritional and dietary status data through a stratified probability sample of the United States population designed to permit statistically reliable estimates of high-risk groups and geopolitical and geographic areas and to permit accelerated data analysis (including annual analysis, as appropriate);

(3) maintain and enhance other Federal nutrition monitoring efforts such as the Centers for Disease Control Nutrition Surveillance Program and the Food and Drug Administration Total Diet Study, and, to the

extent possible, coordinate such efforts with the surveys described in paragraphs (1) and (2);

(4) incorporate, in the survey design, military and (where appropriate) institutionalized populations;

(5) complete the analysis and interpretation of NHANES and NFCS data sets collected prior to 1984 within the first year of the comprehensive plan;

(6) improve the methodologies and technologies, including those suitable for use by States and localities, available for the assessment of nutritional and dietary status and trends;

(7) develop uniform standards and indicators for the assessment and monitoring of nutritional and dietary status, for relating food consumption patterns to nutritional and health status, and for use in the evaluation of Federal food and nutrition intervention programs;

(8) establish national baseline data and procedures for nutrition monitoring;

(9) provide scientific and technical assistance, training, and consultation to State and local governments for the purpose of obtaining dietary and nutritional status data and developing related data bases and networks to promote the development of regional, State, and local data collection services to become an

integral component of a national nutritional status network;

(10) establish mechanisms to identify the needs of users of nutrition monitoring data and to encourage the private sector and the academic community to participate in the development and implementation of the comprehensive plan and contribute relevant data from non-Federal sources to promote the development of a national nutritional status network;

(11) compile an inventory of Federal, State, and non-Government activities related to nutrition monitoring and related research;

(12) focus on national nutrition monitoring needs while building on the responsibilities and expertise of the individual membership of the Board;

(13) administer the coordinated program, define program objectives, priorities, oversight, responsibilities, outcomes, and resources, and define the organization and management of the Board and the Council; and

(14) provide a mechanism for periodically evaluating and refining the coordinated program and the comprehensive plan which facilitates cooperation and interaction by State and local governments, the private sector, scientific communities, and health care profes-

sionals, and which facilitates coordination with non-Federal activities.

(c) The comprehensive plan shall allocate all of the projected functions and activities under the coordinated program among the various Federal agencies and offices that will be involved, and shall contain an affirmative statement and description of the function to be performed and activities to be undertaken by each of such agencies and offices in carrying out the coordinated program.

(d) The comprehensive plan–

(1) shall be submitted in draft form to the President for submission to the Congress, and for public review, within twelve months after the date of the enactment of this title;

(2) shall be available for public comment for a period of sixty days after its submission in draft form under paragraph (1) by means of publication in the Federal Register;

(3) shall be submitted in final form, incorporating such needed revisions as may arise from comments received during the review period, to the President for submission to the Congress within sixty days after the close of the period allowed for comments on the draft comprehensive plan under paragraph (2); and

(4) shall constitute the basis on which each agency participating in the coordinated program requests authorizations and appropriations for nutrition monitoring and related research during the ten-year period of the program.

(e) Nothing in this section shall be construed as modifying, or as authorizing the Secretaries or the comprehensive plan to modify, any provision of an appropriation title (or any other provision of law relating to the use of appropriated funds) which specifies (1) the department or agency to which funds are appropriated, or (2) the obligations of such department or agency with respect to the use of such funds.

SEC. 312. IMPLEMENTATION OF THE COMPREHENSIVE PLAN.

(a) The comprehensive plan shall be carried out during the period ending with the close of the ninth fiscal year following the fiscal year in which the comprehensive plan is submitted in its final form under section 312(d)(3) and—

(1) shall be carried out in accord with, and meet the program objectives specified in, section 312(a) and paragraphs (1) through (11) of section 312(b);

(2) shall be managed in accord with paragraphs (12) through (14) of section 312(b);

(3) shall be carried out, by the Federal agencies involved, in accord with the allocation of functions and activities under section 312(c); and

(4) shall be funded by appropriations which shall be made to such agencies pursuant to section 315 for each fiscal year of the program.

The Congress through its appropriate authorizing committees shall exercise continuing oversight over the coordinated program, taking into account the Secretaries' annual reports and such other information and data as may be developed.

(b) Nothing in this subtitle shall be deemed to grant any new regulatory authority or to limit, expand, or otherwise modify any regulatory authority under existing law, or to establish new criteria, standards, or requirements for regulation under existing law.

SEC. 314. SCIENTIFIC RESEARCH AND DEVELOPMENT IN SUPPORT OF COORDINATED PROGRAM AND COMPREHENSIVE PLAN.

The Secretaries shall provide for and coordinate the conduct, by the National Science Foundation, the National Aeronautics and Space Administration, the National Oceanic and Atmospheric Administration, the National Bureau of Standards, and other suitable Federal agencies, of such scientific research and development as may be necessary or appropriate in support of the coordinated program and the comprehensive plan and in furtherance of the purpose and objectives of this title.

SEC. 315. AUTHORIZATION OF APPROPRIATIONS.

(a) Authorizations and appropriations for the fiscal year in which the comprehensive plan is submitted in final form under section 312(d)(3) and for the nine succeeding fiscal years, for purposes of carrying out the coordinated program and implementing the comprehensive plan, shall be requested by the Secretaries and by each of the agencies which are allocated responsibilities under the coordinated program pursuant to section 312(c), in a separate line item of the budget of the agency involved and consistent with the interagency budget for the coordinated program; and to the maximum extent feasible such appropriations shall be provided on a three-year basis, subject to annual authorization Acts hereafter enacted.

(b) Nothing in this subtitle is intended either (1) to authorize the appropriation or require the expenditure of any funds in excess of the amount of funds which would be authorized or expended for the same purposes in the absence of the coordinated program, or (2) to limit the authority of any of the participating agencies to request and receive funds for those purposes (for use in the coordinated program) under other laws.

Subtitle C—National Nutrition Monitoring Advisory Council

SEC. 320. ESTABLISHMENT OF THE COUNCIL.

(a)(1) The President shall establish, within ninety days after the date of the enactment of this Act, a National Nutrition Monitoring Advisory Council. The Council shall assist in carrying out the purpose of this title, shall provide scientific and technical advice on the development and implementation of the coordinated program and comprehensive plan, and shall serve in an advisory capacity to the Secretaries.

(2) The Council shall consist of eleven voting members, of whom—

(A) seven members shall be appointed by the President; and

(B) four members shall be appointed by the Congress—one by the Speaker of the House of Representatives, one by the minority leader of the House of Representatives, one by the President pro tempore of the Senate, and one by the minority leader of the Senate.

(3) The Council shall also include the joint chairpersons of the Board as ex officio nonvoting members.

(b) The persons appointed to the Council—

(1) shall be eminent in the fields of administrative dietetics, clinical dietetics, community nutrition research, public health nutrition, nutrition monitoring and

surveillance, nutritional biochemistry, food composition and nutrient analysis, health statistics management, epidemiology, food technology, clinical medicine, public administration, health education, nutritional anthropology, food consumption patterns, food assistance programs, agriculture, and economics; and

(2) shall be selected solely on the basis of established records of distinguished service.

(c) The persons appointed to the Council by the President shall include—

(1) one member who is a director of a nutrition research unit which is primarily supported by Federal funds, and who has a specialized interest in nutrition monitoring;

(2) one member who is an employee of a State government and who has a specialized interest in nutrition monitoring;

(3) one member who is an employee of a local government and who has a specialized interest in nutrition monitoring; and

(4) one member who is an appointed representative of the Food and Nutrition Board, National Academy of Sciences.

(d) The Council membership shall at all times have representatives from various geographic areas, the private

sector, academia, scientific and professional societies, minority organizations, and public interest organizations.

(e) The Chairperson of the Council shall be elected from and by the Council membership. The term of office of the Chairperson shall not exceed five years. In case a vacancy occurs in the Chairpersonship, the Council shall elect a member to fill such vacancy.

(f) The term of office of each of the voting members of the Council shall be five years; except that of the seven members first appointed by the President, one shall be appointed for a term of two years, three for terms of three years, and three for terms of four years, as designated by the President at the time of appointment. Any member elected to fill a vacancy occurring prior to the expiration of the term for which his or her predecessor was appointed shall be elected for the remainder of such term. No member shall be eligible to serve continuously for more than two consecutive terms.

(g) The Council members shall be appointed or designated (without regard to the requirements of the Federal Advisory Committee Act) not later then ninety days after the date of the enactment of this Act.

(h) The Council shall meet on a regular basis at the call of the Chairperson, or upon the written request of one-third of the members. A majority of the appointed members of the Council shall constitute a quorum.

(i) Appointed members of the Council shall not be employed by the Federal Government, and shall be allowed travel expenses as authorized by section 5703 of title 5, United States Code.

(j) The Administrator of Nutrition Monitoring and Related Research (if appointed under section 310(d)) shall serve as the Executive Secretary of the Council.

SEC. 321. FUNCTIONS OF THE COUNCIL.

The Council shall—

(1) provide scientific and technical advice on the development and implementation of all components of the coordinated program and the comprehensive plan;

(2) evaluate the scientific and technical quality of the comprehensive plan and the effectiveness of the coordinated program;

(3) recommend to the Secretaries, on an annual basis, means of enhancing the comprehensive plan and the coordinated program; and

(4) submit to the Secretaries an annual report which shall contain the components specified in paragraphs (2) and (3), and which shall be included in full in the Secretaries' annual report to the President for transmittal to the Congress as specified in section 311(b).

SUBTITLE D—DIETARY GUIDANCE

SEC. 330. ESTABLISHMENT OF DIETARY GUIDELINES.

(a) The Secretaries shall issue and publish basic dietary guidelines for the general population based on scientific knowledge and the dietary patterns and nutritional status of the population.

(b)(1) Any Federal agency planning to issue dietary guidance shall submit the text of the proposed guidance to the Secretaries for review prior to release. The Secretaries shall determine within thirty days from the date such proposed guidance is submitted whether the proposed guidance is basic dietary guidance for the general population.

(2) If the Secretaries determine that any proposed dietary guidance is basic dietary guidance for the general population the Secretaries shall within a period of one hundred and eighty days from the date such determination is made review such proposed guidance; and the guidance shall not be issued until the Secretaries have theretofore approved the proposed materials and notified the head of the agency of such approval. If the Secretaries fail to express any objection within that one hundred and eighty-day period, the submitting agency may release the dietary guidance.

TITLE IV—EFFECTIVE DATE

SEC. 401. EFFECTIVE DATE.

This Act shall take effect on October 1, 1986.

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